

NEW HELVETIA AND RIVER OAKS PROJECT

COMBATING GANGS AND DRUGS WITH PARTNERSHIPS IN HOUSING PROJECTS

SACRAMENTO POLICE DEPARTMENT, CALIFORNIA, 1996

THE PROBLEM: Four years ago, two patrol officers were selected to work exclusively in what was then the most violent area of the city of Sacramento. The area consisted of 800-plus units of low-income housing owned and operated by the Sacramento Housing and Redevelopment Agency. The officers, Harold Bickel and Greg Dieckmann, were given 80 hours of intensive Problem Oriented Policing (POP) training by the department's newly formed POP team, and 40 hours of specialized training with the Narcotics Division.

ANALYSIS: A gang and narcotics problem created a neighborhood that effectively was a war zone. In 1991, there were over 1,900 calls for service. There were 2 1/2 calls per household and over 470 reported crimes, of which 57 were assaults. Numerous narcotics arrests and "buy" programs, coupled with two supplemental overtime officers seven nights a week, failed to make any significant long-term improvements. In 1991, narcotics detectives made more than 140 drug arrests within six months, yet crime increased. In 1992, calls for service increased again and peaked at over 2,350 calls for the project area. There were three calls for each of the 800 units. These numbers are staggering, yet what is worse is that many crimes were never reported, and the method of reporting underestimated the percentage of crimes related to drugs.

RESPONSE: The officers were assigned an office in the projects and were Sacramento's first Neighborhood Police Officers (NPOs). The Problem Oriented Policing strategies used to effect change in the area centered on community involvement, heavy enforcement, reaching at-risk children and forming the many partnerships necessary to gain access to both short-term and long-term resources. One of the most significant successes for the NPOs was the formation of the "V" Team, a program designed to strengthen the minds and bodies of the community's youth.

The elimination of the open-air narcotics market was the top priority. During the first 40 days of the NPO effort, officers made 70 arrests for major narcotics violations. By 1994, more than 500 arrests were made. Officers seized several cars, thousands of dollars, electronic equipment, and jewelry as proceeds of drug transactions, thus stripping gangster role models of their material possessions and status. Gone were the fists full of rock cocaine worth thousands of dollars, assault weapons, sawed-off shotguns and other visible reminders of the power base the drug dealers had created.

ASSESSMENT:

By combining the police officers and housing management in partnership with the community, schools, local government, and other public and private agencies, the quality of life in this inner-city neighborhood has improved markedly. By the end of 1995, robberies were down 73 percent, felony assaults were down 74 percent and narcotic calls were down 94 percent. During the four years, all calls for service were down 64 percent. This reduction translates into 1,499 fewer calls for service in 1995 than in 1992. Because officer safety required previous police responses include a minimum of two to three cars (see Appendix Q, a minimum of 4,000 police responses were unnecessary during 1995. Even fire department calls (down 36 percent) and suspensions from the elementary school adjacent to the area (down 85 percent see Appendix A) had decreased. By April 1994, Sacramento Magazine's survey of 1,000 members of the Sacramento Association of Realtors resulted in the area being voted "Most Improved Neighborhood."

In terms of improving the quality of life in a neighborhood, the vote would have to go to New Helvetia/River Oaks area, located south of Broadway near Miller Park. One of the major factors is the full-time presence of two police officers that have taken an aggressive stance against crime, while also finding time to work with area youths.

The community best judges a POP effort. 1995's resident survey indicates:

- 80 percent no longer considered moving from the area.
- 87 percent feel safe or somewhat safe.
- 86 percent feel crime has decrease or remained the same in the last year.
- 84 percent feel satisfied with their NPOs.

INTRODUCTION

Organizational Framework

This submission for the 1996 Herman Goldstein Excellence in Problem Solving Award focuses on Problem Oriented Policing (POP) strategies used by two Neighborhood Police Officers in two depressed, crime-infested, low-income housing developments.

This report will show innovative and long-term ways to use the POP strategy to combat the underlying conditions of crime as well as a lack of mobilization. The application of this systematic problem-solving model was not on an isolated house, building, business or even street, but the entire community of River Oaks and New Helvetia over a four-year period.

The organization of this paper will focus on Problem Oriented Policing. The first chapter focuses on the first two years of this project (Phase One) while

Chapter Two focuses on the second two years (Phase Two). The related tactics of Scanning, Analysis, Response, and Assessment (SARA) will serve as the major sub-headings in each section of the stratagem.

In organizing the report in this fashion, we will show how this innovative, systematic, problem-solving model changes as community problems do, and how it can solve problems over the long term.

These two-year chapters will be further broken down into "drugs and gangs" SARA, and a "mobilization" SARA. Utilization of POP on mobilization issues is progressive and has proved successful in improving the quality of life for these community members over the long term. The paper concludes with a "philosophy and organization" chapter, which includes the logistics of the operation, and physical and organizational decentralization.

General Demographics

The River Oaks and New Helvetia low-income housing developments are situated near the center of the city of Sacramento and consist of single-family, one and two-story apartments. They are owned and operated by the Sacramento Housing and Redevelopment Agency (SHRA). The developments were built in the 1940s as military housing, are two blocks from each other and are surrounded by industrial complexes, businesses and an affluent residential area.

The River Oaks complex, the largest housing development in Sacramento, has 390 units and a population of approximately 2,000. New Helvetia, the second largest development, has 360 units and a population of approximately 1,800. Actual residency is estimated at 5,500 because most households include friends or family members who are not listed on the lease.

The combined size of both these developments is the approximate size of the largest public housing complex in Los Angeles. The ethnic break down of these densely populated developments is roughly one-third African American, one-third Asian, and one-third Hispanic and Caucasian., The population is estimated at approximately 40 percent juveniles with most heads of households being single women.

Camillia Commons, a private complex that abuts the south end of River Oaks, consists of an additional 100 apartments and an estimated population of 400 people. Its proximity and the rampant gang activity during this NPO effort necessitated its inclusion in the project area. By the end of 1992, much of the street narcotics and gang activity had been displaced from public housing and retreated into this complex. Enforcement there quickly required over 50 percent of the workweek.

Introduction to crime in the project area by the media

On July 31, 1991 the Sacramento Bee summarized recent New Helvetia and Seavey Circle crime as follows:

A man who went to the wrong apartment Tuesday morning was killed as the result of a gunfight with the man who answered the door, according to Sacramento police...when [suspect] Reese started

shooting, [resident] Handley fired two shots, hitting Reese in the neck. "It's time to get out of here," said one of Handley's neighbors, who refused to give his identity. "There's too much violence. There's too many kids around here for this kind of stuff."

Police reports backed up his contention:

- Earlier Tuesday night, a group of suspected gang members were arguing in the complex. Witnesses reported that they were displaying guns.
- A week earlier, a man was beaten with a pipe and robbed of \$50 near 5th Street and Seavey Circle after a car filled with young men told him he was in "CRIP territory."
- On July 7, a teenager was shot in the chest and another was shot in the arm in a drive-by shooting. One man was arrested.
- The day before, a car being pursued by a police officer hit a 5-year-old boy standing on the front lawn of an apartment in the 300 block of Seavey Circle. The driver of the car was arrested.
- On May 29, Darrel A. Wash, 30, of North Highlands was fatally shot while driving away from a parking lot on Seavey Circle after an argument apparently related to drugs.
- On March 23, 28-year-old Charles Taylor was shot by a group of teenage boys. Witnesses reported four teenagers jumped out of a car near 5th Street and Seavey Circle and chased Taylor down the street. After catching him, they shot him at least once in the face. A 15-year-old boy was arrested.
- On March 16 police responded to a New Helvetia parking lot and found 38-year-old Kathleen Codromac killed with a shot to the torso as she sat in the drivers seat of a pickup truck.
- In September, Cassius Ward, 38, of West Sacramento apparently went to collect money from a Seavey Circle resident. He

died after a severe beating by several men -- possibly gang members or drug dealers.

- A year ago this month, a 25-year-old man was attacked by three men and stabbed in the back as the result of a longstanding neighborhood dispute.

On August 3 the *Bee* reported a: "War Declared On Violence in Capital Housing Project" by Housing Executive Director John Molloy.

By August 9 the *Bee* reported that the New Helvetia and Seavey Circle "level of crime continues to rise," in spite of 140 arrests at the 390-unit river Oaks complex, most of them for narcotics trafficking...during the last six months.

The Bee further reported that the "Police Department's newly formed POP (problem-oriented policing) unit has been called in ... to devise long-term strategies for combating crime ... residents, police and housing officials will meet ... to share ideas."

CHAPTER I

During 1992 and 1993 Officers Dieckmann and Bickel grouped problems here as "gangs and drugs" and "mobilization." A SARA analysis follows for each of these two major groupings. The groupings remain the same for the second two years of the effort, and each SARA is therefore revisited in Chapter Two for 1994-1995. This format provides a summary of the problem-solving tactics used over the last four years.

GANGS/DRUGS - PHASE 1 (1992-1993)

SCANNING

Historically, River Oaks and New Helvetia have been plagued with the highest crime rate in Sacramento, primarily due to drugs and the related presence of several youth gangs. In 1991 there were over 1,900 calls for service in New Helvetia and River Oaks. There were 2 1/2 calls per household and over 470 reported crimes of which 57 were assaults. According to past crime statistics, there was an average of one drug arrest for every eight units in both complexes, and the average for all arrests was approaching one arrest for every two households. In 1992 calls for service increased again and peaked at

over 2,350 for all three complexes. These numbers are staggering. Yet, what is worse is that many crimes are never reported and the method of reporting underestimates the percentage of crimes related to drugs.

Scanning - gangs

Gang activity and the related drug dealing have a rich history in these developments. One of the gangs, which were present upon the arrival of the NPOs, was the Project Gangster Bloods (PGB). During the late 1980s, they were formed by a group of young men who grew up together and banded together in response to an influx of Los Angeles "CRIPS." The CRIPS had successfully taken over the neighborhood and its lucrative rock cocaine trade. The CRIPS were perceived as enemies of the community because they did not grow up there, did not have their parents and friends there, and committed numerous violent assaults upon any residents who dared to oppose them.

The PGB were also violent, drug-dealing gang members but seldom preyed on the community directly. There were numerous gun battles and homicides during the time the PGB fought the CRIPS. Many in the neighborhood viewed the PGB as their protectors and heroes. Stories still remain describing how the PGB fought off the CRIPS. In fact, one prominent community leader warmly remembers the day she explained to the outnumbered PGB how to use rifles on the rooftops to set up a cross fire for the CRIPS as they descended upon the complex at night. During the first week of the program, members of two rival gangs from different parts of Sacramento—the Del Paso Heights Bloods and the 29th St. CRIPS—were violently competing for the proceeds of the lucrative rock cocaine street trade. These thugs were bold enough to threaten law enforcement officials to stay out of their way (See gang intelligence bulletin Appendix C). Most residents feared leaving their homes, particularly at night, due to the presence of drug dealers and lookouts on most street corners. These gang members were so brazen they would force fearful tenants out of their homes for days at a time to use their apartments as sanctuaries from police. Platforms for lookouts were constructed high in the trees to keep a watchful eye out for law enforcement

and rival gangs. This was the environment into which Officers Dieckmann and Bickel were sent.

Scanning - Open Air Drug Market

As indicated earlier, the crime rate in these two communities and the privately owned complex that borders them yielded the highest crime rates in the city. The crime rate peaked in 1992, the year the NPOs arrived, at 2,357 calls for service. This rate was reaching almost three calls for service per household. Citizens in other areas of the city may go a lifetime without requiring police service in their homes. Homicides, drive-by shootings and assaults with deadly weapons were commonplace. The catalyst driving these violent crimes was youth gang membership in the area. The fuel that fed these gangs was drug sales, primarily rock cocaine.

Scanning - Environmental Design Problems

Both River Oaks and New Helvetia suffered from poor lighting. Both housing authority and city street lighting was out. Where it was not out, it was effectively defeated by trees, which had grown over the light standards. In many cases, it was impossible to tell if there was an even a light installed at the top of a given utility pole. Where there was light, it was uneven, which prevented surveillance of the area.

In River Oaks there was no place for residents to park. Residents, concerned both theft and their own safety, parked their cars on the lawn in front of their units. This insured quick access to their front door after parking and the ability to observe their vehicle. Numerous abandoned and inoperable vehicles cluttered all of the parking lots. On Vallejo Way and 5th Street, groups of gangsters loitered in front of these abandoned vehicles and appeared to be working on them. In reality, the abandoned vehicles provided narcotic and firearm storage for plying their trade without fear of being tied to these items by patrol officers.

Gangsters and other youth frequently drove through the complex at speeds in excess of 60 miles per hour. This presented an obvious hazard for children, and resulted in a child being run over in 1991.

Summer weather, with temperatures often exceeding 100 degrees, drives residents out of their homes and into the streets where they merge with whomever is

visiting the complex. Many drink alcohol in the streets, and it is difficult to distinguish those preying on the community from those who simply choose to be outside.

Scanning - Problem Identification

The most valuable source for gathering information on crime was the district officers who had worked the area for several years. The SHRA property managers, resident councils, and the residents who lived in the area also proved to be a valuable source. Once the pertinent information was gathered, Officers Dieckmann and Bickel and community leaders identified three of the most exigent problems feeding the high crime rate in the area: The open-air drug market, the numerous criminal gangs and Environmental design issues.

ANALYSIS

A large portion of the community was involved, directly or indirectly, with the drug subculture, which existed. This involvement ranged from actively dealing drugs, catering to the drug dealers, or frequently using drugs due to a personal habit. Rather than being overwhelmed by the immense drug problem, the NPOs broke down the drug market into the primary and secondary markets. In this way, they could systematically organize the drug problems to a manageable level. This analysis was heavily influenced by "The Winnable War: A Community Guide To Eradicating Street Drugs Markets" by the American Alliance for Rights and Responsibilities.

Analysis - Drug Market

The NPOs considered the primary drug market to be the "open-air" market. This market consisted of dealers selling their drugs to strangers who roamed the streets or drove up to the curb to purchase drugs from dealers hanging around the development. Primarily because the drug market was violently controlled by the various gangs, most of the dealers were gang members.

This open-air market was the root of much of the violent crime in the area for several reasons. Most of the gang members were armed with handguns. This was due to the violence between the various gangs

who were competing for the turf in which the lucrative drug market rests. Additionally, because the open-air market occurs in public places, its existence depends on intimidation. This breeds violence in the form of retaliation upon tenants to promote fear “snitching.” In addition, this type of drug market results in robberies, assaults and other violent crimes towards unsuspecting buyers. These predators blend in with the disorder created by the various gangs.

The secondary market is the drug dealing, which normally occurs behind closed doors. Generally this type of dealing results in little violence because the transaction is completed among people who know each other. This secondary market, which is still primarily controlled by gang members, usually consists of “small-time” dealers and those who “double-down” their welfare checks in an attempt to make a small profit.

The NPOs decided to first focus their attention on the open-air market. The reasons for this were based on several factors—the violence that this type of dealing generates and the overpowering feeling of fear on the part of residents. Almost every resident to whom the NPOs spoke communicated this fear. Whether this fear of crime was a result of being an actual victim of violence or fear of being a potential victim, the result was the same and paralyzed both communities. If the NPOs were going to empower the residents to stand up to the drug dealers, this fear of crime would have to be reduced. To reduce this level of fear, the close circles of drugs dealers scattered throughout the developments would have to be removed.

The world of drug dealing is similar to any other business. It is based on the principles of supply and demand, Both River Oaks and New Helvetia and the neighboring Camellia Commons complex were littered with drug dealers. Their visibility, in conjunction with the history of drug dealing in the area, sent a clear message to substance abusers that the drug they wanted was readily available in the area.

The result was large numbers of drug abusers coming to the area from all parts of the city to buy drugs. Eliminating the open-air market would reduce the supply and eradicate the visible reminder that drugs were being sold. The diminishing customer

base would further decrease supply of drugs in the area. Being that drug dealers are business people, they would most likely move their operation to more fertile ground where the economic forecast is more promising.

Analysis - Gangs

As both academicians and practitioners realize, street drugs and gangs are intricately intertwined. Ridding the streets of the open-air drug market in many cases would free the community from street gangs. But the community’s concern regarding gangs did not center entirely on drugs. The various gangs in the River Oaks and New Helvetia communities not only dealt drugs and intimidated residents, but also become involved in other crime and disorder as well. Many gang members specialize in such crafts as stealing cars or burglarizing apartments. Additionally, many of the gangs vandalize the area by “tagging” their turf with their particular gang name, or simply “kick it” in the community drinking beer and causing various disturbances.

All these types of behavior deteriorate the tenants’ perceptions of their neighborhood, diminishing the likelihood of community empowerment. Additionally, these “broken windows” will attract other predators to the area.

The impact of gang and narcotic activity cannot be overstated and traditional police statistics grossly under report it. Much goes unreported due to the fear of retaliation and much is misreported. For example, a rival gang member stealing narcotics at gunpoint is unreported or is misreported as a robbery of cash. Additionally, a family disturbance or battery is frequently the result of one or all of the participants being “high.” This conclusion is supported by analyzing past statistics. All categories of calls for service decrease as narcotic and gang activity decrease.

All the above issues are important considerations but none are as harmful as the impact of gang activity upon the younger, impressionable children of the community. In a neighborhood in which positive role models are few, many children turn to local gang members and their seemingly lavish lifestyle. The children of the neighborhood will determine the future path of the neighborhood—if the gangs and

drug dealing are eradicated, fewer children will be lured into lives of crime and violence and the future for both communities will be brighter.

Conversely, if the children of the community continue to be recruited into local gangs, then the community will continue to be ravaged by these young thugs. The cycle of gang recruitment must be eliminated. This strategy is a long-term one, which is the cornerstone of this problem solving strategy.

Analysis - Past Enforcement Efforts

One of the important aspects of the POP strategy is to study past tactics. Learning from the past will prevent wasting resources on a tactic that did not work and avoid “reinventing the wheel.” Officers Dieckmann and Bickel researched what law enforcement had deployed in recent years and learned some interesting lessons.

The open-air street drug market had been active for several years prior to the start of the POP program. During these years, SPD’s narcotic division was active in the area by initiating undercover buys in the area. During a six-month period in 1991, 140 such arrests were made in the River Oaks development alone. Primarily, these operations would use an undercover narcotic officer or civilian informant to purchase drugs from an identified drug dealer. After the purchase was made, an immediate arrest was made or a search warrant was prepared and executed a few days later.

This tactic had little effect on drug dealing in the area for a few reasons.

First, there were so many dealers in the area that arresting one would have no effect. Soon one of his associates would quickly take his place. This deployment was similar to shoveling water.

Second, because SPD used this tactic so often, they began to educate the dealers in how to avoid arrest or prosecution. This was quite evident as Officers Dieckmann and Bickel began investigating these same dealers. These dealers showed a high level of sophistication in regard to narcotics investigations.

Third, because the narcotics division was responsible for the entire city, they could not allocate resources consistently in the developments.

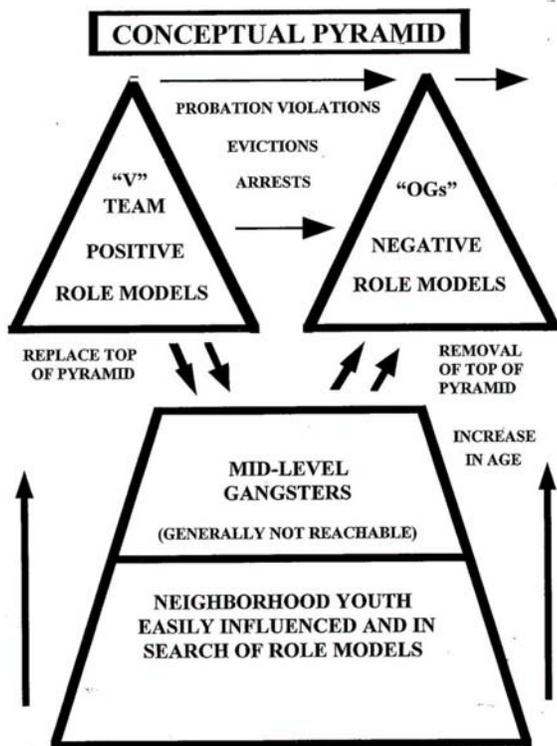
This allowed drug dealers, after release, time to return to the same area of the community to resume their illegal activities. Upon release, a dealer was worthy of more “respect” from the community because he had served time in the “joint.” Members of the narcotics division were so frustrated with their inability to affect the drug trade they despaired of arresting the most sophisticated and dangerous of the dealers.

In 1991, a community survey was completed which strongly stated the community needed more police protection because of escalating gang violence. SHRA responded by hiring off-duty SPD officers, seven days a week, to work exclusively in low-income housing. Although SHRA paid more than \$50,000 for the extra police presence, the long-term effect was negligible.

In fact, the following year, crime dramatically increased. The reasons why this police program failed are similar to those above. The tactics deployed by this program generally included the legalistic approach which places those arrested into the criminal justice system. Unfortunately, this expensive program had no long-term problem solving strategies and the police resources left the area as quickly as they arrived. The approach provided no maintenance to any quality of life improvements they may have accomplished. This study of the past allowed the NPOs to formulate a tailor-made response for the future.

Analysis - Model - Conceptual Pyramid

As Officers Dieckmann and Bickel continued to gather more information on the identified problems of the open-air drug market and the related gang problem, they began to model these issues to put them into perspective. Their thinking process was similar that of the “Mobilization Grid” model later described and fit together as integrated theories.



The River Oaks/New Helvetia model for the analysis of narcotic and gang activity is a conceptual pyramid. At the top of the pyramid is the senior gangster or "OG." The model narrows at the top into the shape of a pyramid because there are surprisingly few "OGs."

The combination of homicide, incarceration, a tendency to grow out of this lifestyle and other attrition issues restricts their number- The center of the pyramid consists of gang associates who are lookouts and mid-to-upper level members who engage in gang and criminal activities as well as deliver and sell narcotics. At the bottom of the pyramid are younger neighborhood youth who are easily impressed by the "OGs", and are in search of role models and acceptance.

Neighborhood youth learn life skills as they mature and move up in the pyramid. They are not born with an innate knowledge of how to sell cocaine, evade police, steal a car, or load a gun without fingerprinting the cartridges. Nor are they born knowing how to read, write, or perform long division. During the first two years the NPOs' goal was to eliminate the gangs and their related drug activities.

The "OGs" would be eliminated from the neighborhood through an assortment of selective traditional and non-traditional long-term methods. Negative role models would be replaced with positive ones. Graphically, selected enforcement severs the top of the conceptual pyramid model and replaces it with positive community role models through programs such as the "V Team."

This two-step process illustrates the long-term qualitative approach at the heart of the River Oaks/New Helvetia Neighborhood Policing Philosophy. This Conceptual Pyramid was held as a sound model through the duration of the POP program. As community problems changed and the NPOs' tactics adjusted accordingly, the pyramid was build upon as indicated later in this report.

Analysis - Environmental Design

Absent and poor lighting allows complete anonymity for criminals after dark, and prevents residents from surveying their complex from inside their apartments. Crowded parking areas and streets also prevent natural surveillance, provide cover for criminal activity, and prevent residents from observing their legally parked vehicles. The wide streets without barriers or intersections encourage speeding.

The absence of air-conditioned apartments drives residents into the streets during the summer months when crime is at its peak. There they mingle with non-residents who prey upon the community.

RESPONSE

Once the accumulation of information regarding the drug and gang problem was complete and the conceptual framework formulated, the NPOs began instituting their action plan. The response was specifically designed for the River Oaks and New Helvetia complexes.

Response – "Open-Air" Drug Market

Officers Dieckmann and Bickel's "soft mobilization" was slow and deliberate. The NPOs response to the drug and gang epidemic was diametric in comparison. The exigent circumstances created by the gang members forced a response, which was swift and relentless.

Some practitioners believe that the COP philosophy is not effective because it is soft on crime. Quite to the contrary, Officers Dieckmann and Bickel made 70 major arrests in the first 40 days. These arrests included large seizures of drugs, guns and asset seizures of large quantities of money, stereos equipment, gold jewelry and vehicles. This trend continued throughout the first two years of the program as the NPOs made four hundred arrests by 1994.

Officers Dieckmann and Bickel's first response was to attack the impunity, which surrounded the flagrant open-air drug market. The drug dealers picked this community because of community apathy and the general civil disobedience, which was occurring. These dealers could blend into the community with no serious concern of being apprehended by police or being told to leave the area by any resident.

The NPOs response was to attack this feeling of impunity by instilling a legitimate fear in them that they would be arrested and convicted. The tactics regarding this strategy varied

The gang members watch police carefully. They watch patterns that many traditional police officers fall into. The organizational decentralization component of COP allows officers more freedom with regard to patrol tactics and scheduling. In order to keep the gang members from tracking their movements, they constantly changed them. They changed work hours and days off frequently. In doing this NPOs confused the dealers. The gang members did not know what day the officers would be in complexes nor the hours they would be working. This gave the impression that they worked seven days a week, 24 hours a day.

Response - Vehicle Decoy

To increase the perception that there were more than two NPOs, the Officers started a vehicle decoy program. On any given shift, when Officers Dieckmann and Bickel were concentrating enforcement on one of the two developments, they would drop off an extra black and white patrol car in the other one.

Dealers in the complex with the decoy vehicle were left to wonder where in the complex the officers

were, and if they were on foot or bicycles. A related tactic involved using an unmarked car or hiding a patrol car outside the development and patrolling on foot or bike.

Response - Static Vehicle Surveillance

In portions of the complex, groups of gangsters gathered who were difficult to surprise or survey for environmental reasons. A SPD unmarked surveillance truck with a camper, which had been used with success in other parts of the city, was brought in to serve as a forward observation post. Officers concealed in the camper were to report crimes in progress to nearby patrol and NPO officers who would come in and make arrests. This response was a horrible and immediate failure. See Assessment.

Response - Patrol Tactics

To compound gang members' worries, the NPOs frequently changed their patrol tactics. These tactics were a mix of traditional and unconventional and proved useful in this unique environment. This left the gangster wondering what type of cop they should be looking for. The success of these tactics was intensified by the NPOs' constant physical presence as they are committed exclusively to these developments for the long term.

Traditional patrol car enforcement remains an effective tactic for stopping suspect vehicles, transporting prisoners and rapidly responding to calls for service. It is especially effective during colder weather when the number of residents and suspects loitering outside is minimal.

The project area is uniquely suited to the use of bicycle patrol. The numerous walkways, fields, and areas not observable from the street are patrolled efficiently, quickly and silently with the use of mountain bikes. There are no fences or other places to run where the bicycles cannot follow. They are also indispensable in contacting others on bicycles, who easily evade foot and vehicle patrol in the labyrinth of buildings and walkways. Area youth affectionately refer to the bikes as "night fighters" because their use, without fights, continues to result in surprise and confusion when officers suddenly appear.

Daylight foot patrol in uniform and in plainclothes is crucial and provides the majority of resident contacts and intelligence gathering. Community partnerships established and maintained while walking the area are indispensable in helping the NPOs identify “the players.”

In short, the police can stop any criminal activity once informed of who is involved, where they are, and when they do it. These partnerships, traditionally absent in low- income housing are of paramount importance in attempting to reduce crime and increase the quality of life.

Evening foot patrol in plain clothes and in uniform is equally crucial. Although, some administrators who view their NPOs in dark, oversized, hooded sweatshirts continue to be concerned. The tactic is admittedly high risk, but there is no substitute for walking the complex clothed as a faceless gangster. An argument might be made that if it is too dangerous for the police to patrol in this manner, then the environment is unacceptable for the residents.

Response - Photo ID

One of the reasons the drug dealers feel impunity is that they are known only by a flashy nickname. They frequent the complexes as nameless gangsters who consider the developments as their personal playground and are never held accountable for their actions.

To combat this, Officers Dieckmann and Bickel developed a photo/identification system. Being that both developments were posted for “No Trespassing” every person seen loitering in the area was legally contacted. Each contact involved getting the subjects name, nicknames, address, gang affiliation, who their friends were, where their friends lived, where they were contacted and criminal history.

Each contact culminated in taking a Polaroid picture of the subject. All the information and accompanying photos were logged. Soon, the NPOs had volumes of photo/identification books organized by gang association, age, location of contact, etc. This system enabled the NPOs to learn everything they needed to track drug operations. Interestingly, the books also played a vital role in solving

numerous crimes when area crime victims identified a suspect’s picture.

Response - Partnerships

Establishing partnerships is an important ingredient in long-term problem solving. Rather than taking all the community problems on their shoulders, the NPOs began establishing partnerships with other law enforcement agencies. Two such partnerships were with California State Parole, and Sacramento County Probation. The NPOs found these communities had an abnormally dense population of people on parole and probation. These developments were magnets for those with a propensity for breaking the law.

Response - Parole Partnership

These established partnerships were unprecedented during this time. Although Police, Parole and Probation are all law enforcement agencies, they rarely worked together. Officers Dieckmann and Bickel contacted the local Parole office and told them of our large population of parolees in the area. After some convincing, Parole agreed to assign one parole agent to the area to supervise all parolees known to them in the area. The assigned parole agent agreed to make home visits with her entire caseload while accompanied by the NPOs. The NPOs introduced themselves and entered them into the photo/identification system.

Response - Probation Partnership

In addition to the probation officers who were assigned to the New Helvetia Service Center, the Probation Department assigned an officer to supervise the communities’ probationers. Probation took the partnership a step further by providing teams of officers to assist the NPOs as they patrolled the area.

Both these partnerships were extremely effective. The liaison was good for probation and parole. They were able to supervise their caseload more closely and the newly opened lines of communication helped track the criminals’ activity.

A surprising byproduct was the concern those on parole and probation had about this newly formed alliance. In the past, these subjects could tell police one story and tell their court-appointed supervisor

another, knowing that neither law enforcement agency would communicate with the other.

This partnership changed the rules of the game. Now, when a probationer or parolee gets into trouble after his supervisor goes home at 5 p.m., the NPOs report his activity to the supervisor who have the immediate power to revoke the criminal's probation or parole and place them back in confinement.

Response - Patrol Partnership

Another valuable partnership was with Patrol. To build this working relationship, the NPOs partner with the various patrol officers for a shift. During this time, the NPOs explained the COP philosophy, introduced them to active criminals in the area, and informed them of information the NPOs needed to support criminal cases or civil evictions.

This partnership became more crucial as calls for service began to decline. Although the NPOs remained there 40 hours each week, there was a decreasing police presence because district cars were handling fewer calls for service in the area. By establishing this partnership and getting the district officers involved in the program, they were more likely to spend their discretionary patrol time in the projects assisting the community with neighborhood problems.

Response - Bureau of Narcotic Enforcement partnership

Another established partnership proved to be very effective. A large task force was developed to impact the rock cocaine sales throughout the City and County of Sacramento. This multi-agency task force included representatives from SPD, the Sacramento County Sheriffs Department, the Bureau of Narcotic Enforcement, and the Federal Bureau of Investigations.

The program consisted of an informant who would drive into the area and purchase cocaine. The vehicle he was driving was equipped with audio and video recording devices. The task force contacted Officers Dieckmann and Bickel because they were thoroughly informed on the rock cocaine trade in the area.

The NPOs' intimate knowledge of the dealers and the program's focus on open-air drug markets was a natural match. The program lasted seven months and arrested 190. Thirty of these dealers were arrested from River Oaks and New Helvetia.

This allied agency partnership proved to have a huge impact on the targeted open-air market. The program came along after the NPOs had made numerous arrests, but were having trouble with the more sophisticated dealers. Additionally, after this task force left the area, the NPOs continued intense enforcement to provide maintenance, something traditional policing cannot provide.

Response - SHRA Partnership

SHRA proved to be our most effective partner throughout the program's duration. Historically, poor relationships exist between housing authorities and law enforcement agencies throughout the nation.

Sacramento's COP program mended these relations. When the NPOs began work, they spent considerable time with the SHRA property managers to explain the COP philosophy and involve them in planning the NPOs' long-term response to neighborhood problems. The managers were also valuable source of information as the NPOs familiarized themselves with SHRA leases and eviction procedures.

Response - Evictions

Lease violations and evictions became important strategies for long-term community improvement. As Officers Dieckmann and Bickel began arresting numerous subjects for dealing drugs while in association with a specific apartment, the crime information was forwarded to management for eviction. It was found that evicting a tenant for cause was taking six months or longer.

In fact, the first drug-related eviction the NPOs requested took over a year. This was unacceptable if the NPOs were to send a message to criminals. Additionally, after a tenant was served with an eviction notice, they would cause additional havoc because they no longer had anything to lose. To rectify this problem, the NPOs had several meetings with SHRA's legal representatives and the attorney retained by the Housing Authority to represent them

in eviction hearings. What followed was a streamlined process, which was swiftly completed.

Generally, there are three types of evictions SHRA can serve: A 30-day notice for a lease violation, a 14-day notice for non-payment of rent and a three-day notice for a health or safety violation.

In Sacramento, a drug related arrest was only considered a 30-day violation. Officers Dieckmann and Bickel felt an arrest for drugs sales was worthy of a three-day notice. The NPOs argued that selling drugs is not a victimless crime and should be considered a health and safety problem to the community.

Drugs cause dysfunctional families, dependence, promote negative values in the community, produce drug-impaired infants and cause a general sense of fear and disorder in both communities. As if the above is not enough, drug dealing, gun carrying gang members spread violence and despair everywhere they go.

The NPOs eventually made their case and drugs sales became worthy of a three-day notice. As these evictions prevailed in court, the SHRA lease was later altered to make any drug related incident a health and safety violation.

These tactics are good examples of a long-term approach. Rather than just arresting the dealers and placing them in jail to await their release, the dealer and all occupants on the lease are removed from the area. The SHRA lease clearly states that leaseholders are responsible for the actions of their guests while they are on the property. Because of this provision, if an arrested drug dealer is not on the lease but is connected with an apartment, the whole household is evicted.

Although this tactic may seem harsh, it is not. As past HUD Secretary Jack Kemp stated, low-income housing is a privilege, not a right. Public housing should not allow these types of tenants to prey on other community members who have no other resources to help themselves-

Response - Tenant Screening

As the number of evictions increased, new tenants began moving in. As this started to occur, the NPOs

became frustrated. It appeared that the new arrivals had as much or more of a propensity for crime the previous tenants.

Officers Dieckmann and Bickel decided to test these perceptions. They did this by running criminal history backgrounds on two lists of qualified household members who were cleared to move into the developments. The results astonished the officers.

Of the two lists checked, seventy to eighty percent of all the eligible households had at least one violent crime or drug conviction in their recent past. To have a long-term effect on the quality of life, the officers need not only remove the criminals from the apartments but also find a way to prevent them from moving in. Tenant screening needed to be implemented.

Officers Dieckmann and Bickel began researching this problem. Attempts at tenant screening began in 1991. SPD upper management and SHRA were unable to formally begin the program because of California case law, which specifically prohibited using state criminal history information.

The NPOs forced the issue to resurface after demonstrating the need based on results of their study. A committee was formed to develop a plan and began a pilot program. The pilot included SPD running criminal history checks and forwarding a recommendation on whether the applicant was suitable for placement in housing. No actual criminal history information was released. Representatives lobbied both the state and federal lawmakers to authorize the use of criminal history information.

Response - Displacement

By the end of Officers Dieckmann and Bickel' first year, much of the narcotic activity had retreated to the Camellia Commons complex. This is a private complex, which was owned by a consortium of out-of-town investors. It abuts the south end of River Oaks and consists of an additional 100 apartments.

During this time, it was easily the most crime-infested apartment complex in the city. Due to its proximity and rampant gang activity, it had to be included in the project area. Soon it took up to 50 percent of the NPO's workweek.

In the beginning, SHRA objected to the NPOs working in this complex because it was not housing property and SHRA paid the NPOs' salaries. Officers Dieckmann and Bickel had to explain that this property was only separated by River Oaks by a six-foot fence and that violence and drug problems associated with Camellia Commons directly impacted the quality of life in the River Oaks residents.

The positive results obtained in the Camellia Commons complex are a good example of the various partnerships established by the NPOs. A partnership between the City Council, City Code Enforcement, the Land Park Community Association, SPD's Problem Oriented Policing Unit, SHRA and the River Oaks Resident Council was established to force the Camellia ownership to make changes in the physical plant, tenant screening procedures and in their eviction policy for criminal activity.

The Camellia ownership was unable to respond appropriately and was forced into foreclosure. The partnership successfully encouraged the sale of the complex to a reputable non-profit corporation. The partnership did not stop there but forced conditions on its purchase.

The conditions included a commitment of over \$5 million to renovate the complex. The total number of units will be reduced from 100 to 75. Each unit will be renovated, the grounds landscaped and a pool installed. This complex's promising future is a direct result of countless arrests and the powerful community partnerships.

Response - Gangs

The use of non-traditional tactics and risk taking to deal with on going neighborhood problems is the cornerstone of the COP philosophy. Dealing with the street gangs is no exception. Using creative and long-term problem solving techniques can break the traditional cycle of arrest and re-arrest. Below is a synopsis of some of the various tactics used by Officers Dieckmann and Bickel used to free this community from gangs.

Response - Gangs - 29th St. Crips

The 29th St. Crips were the most feared, violent and notorious gang in Sacramento. These gangsters were in control of most of the rock cocaine sales in the New Helvetia Complex.

The week before the NPO started, this gang was walking the developments in groups of 30 and threatening police not to get in their way. After numerous arrests for cocaine sales and violent assaults, it became apparent their profits were a greater motivation than fear of arrest.

As one gang member went sent to prison, another took his place. To stop this cycle, officers sent a strong message to the gang's notorious leader via his "lieutenants" and "enforcers." The message was simple. The NPOs fisted all of the 29th St. Crips they had arrested and stated they were going to be working this area exclusively for a long time to come. The officers suggested they tell their leader he would not have much of a gang left if they continued to sell rock cocaine in the area. A short time later, the 29th St. Crips pulled from the area and essentially disappeared from both developments.

Response - Gangs - Project Gangster Bloods ("PGB")

Historically, River Oaks has been "Blood" territory. Several men who grew up together in the area formed the Project Gangster Bloods (PGB). Most of them were significantly older than members of other gangs. They were all sophisticated rock cocaine dealers and most were on probation or parole.

The PGB were held in high esteem by many community members and taught their trade to younger children in the neighborhood. One PGB had recently been awarded a plaque by the resident council for his instrumental role in instigating a bloody war against a group of Los Angeles Crips. (See PGB case study Appendix B, and Gang Intelligence Bulletin Appendix C.)

Attempts to reason with these street-smart gangsters failed. In fact, they laughed stating that this was their "home" and would never leave. The next tactic was to arrest them and get them off the streets and away from impressionable children; something the Narcotics Division said was impossible.

Normally, these gang members would have served time in jail and returned to the community, resuming previous illegal activity. To break this cycle, long-term responses were adopted.

As these gangsters were arrested, the NPOs documented all of their illegal activity in the area for several years prior to their latest arrest. As part of their sentencing, the documentation was used to justify stay-away orders, granting a condition of probation forbidding entry to River Oaks or New Helvetia communities upon release. To do so would be a violation of probation and an automatic six months in jail. This innovative approach was successful and unprecedented.

Response - Gangs - Chicago Boys

The Chicago Boys primarily consisted of group of juveniles who recently moved from Chicago to the Camellia Commons complex. Their lavish lifestyles were derived from rock cocaine sales and most had a strong propensity for violence. They were well armed with automatic weapons.

Over a period of a few months, River Oaks had a surge of violent assaults. Most of the victims only knew the assailants by their street gang names and the NPOs only knew the Chicago Boys by their legal names. Suspecting this gang was responsible for the assaults, the NPOs developed a creative solution to reveal their slang names.

The NPOs challenged the Chicago Boys to a basketball game, hoping to find out nicknames they called each other. During this heated game, the NPOs did learn street names. The information solved numerous crimes including an attempted murder. Most of the Chicago Boys were sent to prison and the rest were eventually evicted.

Response - Gangs - Varrío Cinco

The Varrío Cinco was a Hispanic gang, which was active in the area for three generations. Their name was derived from the main street leading into River Oaks called 5th Street. The Cincos were responsible for intimidation, graffiti, violently protecting their turf, and the bulk of the methamphetamine trade in the area.

A meeting was held between the NPOs and the gang leadership. The officers explained illegal activity would not be tolerated. The officers explained that any retaliation toward a gang entering their neighborhood would result in arrest. Officers Dieckmann and Bickel explained that they too, were “down for the hood” and that calling us when “our” territory was being breached would result in the rival gang being arrested, not them. They agreed with this idea and the result was limited, but mutual, respect.

The NPOs pointed out that their pride in the “hood” should have positive results. The officers explained to the Cincos that if they truly respected their “hood” then it was disrespectful to the neighborhood and the residents, to spray the community with graffiti.

The officers then made a deal with the Cincos. If they agreed to stop putting up graffiti and remove the old markings, they would be given a wall in the community where they could paint a community mural, which reflected the varied cultural richness of the neighborhood. They agreed and showed up with some children on a Saturday afternoon and painted out the existing graffiti.

Shortly after, some Cincos quit the gang and were “jumped out.” Those who remained and continued their criminal behavior were removed from the area by arrest and evicted.

Response - Environmental Design

Once all the heavy growth around existing lighting was trimmed, all existing housing authority and city street lighting was repaired. The housing authority installed additional sodium lighting and additional lighting poles were requested and provided by the utility company. A resident was then employed to report burned out lights, as housing authority employees are typically gone before dark. The resident was also responsible for locking the laundry rooms at a specified hour to prevent unobserved loitering.

Fifth St. and Vallejo Way were posted “No parking at any time.” With encouragement from the officers, the resident council established a permit-parking program at River Oaks. A specified number of spaces were allocated to each unit, which varied with the number of bedrooms. All spaces were

numbered, and each car was assigned a specific space and a parking permit.

Vehicle registration to a complex address was required for a permit. The residents retained a private tow company to perform sweeps and remove vehicles without permits. Selected spaces were marked and reserved for “guests.”

Tall curbs were poured around the exterior of the complex to prohibit vehicle access. Speed bumps were installed on the streets where speeding was a chronic problem. SHRA, which was rehabilitating each unit, installed air-conditioning. Both complexes were posted “no trespassing” with the Sacramento Police Department appointed as enforcing agent.

ASSESSMENT

The two most exigent problems identified in the scanning section were the open-air drug market and the numerous criminal gangs in the area. As indicated by the analysis and response section, the officers' response attacked these two problems at several levels. This was a large task because of the immense numbers of dealers and because these developments were riddled with crime for several years prior the officers arrival. In a sense, the officers were not only competing with gangs in the area but years of history as well.

Assessment - Open-air drug market

By the end of 1993, the open-air drug market was virtually eliminated. By using the various partnerships and tactics discussed, most dealers were removed by arrest or eviction. As the primary market was reduced, those dealers who remained could not blend into the community and were quickly apprehended.

Outsiders were no longer entering these developments and few people continued to loiter in the area for fear of being contacted by police. Interestingly, the community became more adept in spotting the drug dealers and by this time, felt more comfortable informing their NPOs. Once told of this information, the NPOs could easily find the dealer and arrest him.

Assessment - Static Vehicle Surveillance

After dark the surveillance camper was driven into the River Oaks complex approximately 50 yards from the Camellia Commons fence line. There a patrol officer performed a bogus DUI stop on what appeared to be an intoxicated driver. The driver (a plainclothes officer) was handcuffed and appeared to be taken to jail by the NPOs. The two officers secreted in the camper were to report upon the criminal activity (narcotics sales and discharge of firearms) observed in the Camellia Commons complex.

Before the NPOs could drive four blocks into a residential area and uncuff the undercover officer the surveillance officers were calling for help. They described a “human wave” of gangsters racing over the fence towards the camper. Some they observed had handguns visible. They began to wrench at every door, window, and hatch on the camper and truck. It was a race to see who would be the first to get inside the vehicle to loot it.

The first marked vehicle came around the corner just in time. The suspects fled back over the fence as the patrol car approached. The patrol car drove by in the hope the operation could continue since the suspects had retreated. However the race back over the fence reversed as the car rounded the next corner. The marked car could not drive around the block fast enough to return in time. Each time the situation got worse. The NPOs then parked 3/4 of a block down where their rear flashing amber lights could be seen. While the NPOs appeared to be distracted, suspects again came over the fence and worked on the side of the camper not visible to the NPOs.

The surveillance officers requested, and then pleaded, to be taken out of the area. They observed firearms, felt wrenching on the vehicle, and heard gunshots close by. Listening to their concerned radio traffic was funny until the passenger window was smashed out and the first suspect entered the cab. The team and vehicle were pulled out with only one arrest for auto burglary. Use of the surveillance truck was not again offered or requested.

Assessment - Displacement

Due to the patrol tactics used by the officers, some drug dealers moved to other areas of the city. This particular community enjoyed this displacement, but

not by others, who had to endure these thugs in their neighborhood.

Because the NPO tracked the gang members' movements, once they heard of a dealer moving to another area they informed the appropriate district officer. This officer was given all information and a photo of the culprit. Once the district car was armed with this information, they could easily investigate the subject, which usually resulted in an arrest.

Assessment - Gangs

As the open-air market decreased, the number of local gang members in the area did as well. Most of the gangs could not adequately deal with the pressure, which the NPOs, in conjunction with their probation and parole officers, placed on them.

Frequent searches of apartments, persons, and vehicles are not conducive to a gangster lifestyle as it is hard to conceal contraband. Additionally, gangs survive by being visible in the neighborhood. This became increasingly difficult since they could not blend into the community and the community began to disapprove of their presence.

Additionally, once these gangsters were identified, then arrested, the NPOs obtained "stay-away" orders as a condition of probation. This also helped dissolve many of the gangs in that they were no longer able to frequent the area.

One gang, which proved stubborn, was the Project Gangster Bloods. Because of their rich history, respect in the community, and sheer numbers, some still remained after 1993.

Additionally, they influenced a significant number of children in the area by teaching them their trade. Unfortunately, these younger gangsters splintered off from the Project Gangster Bloods and created the Project Juvenile Gangsters. As the older gang was decreasing in size, this new gang became a force in the neighborhood and was specifically targeted in the second phase of this program.

Assessment - Environment Design

Working in partnership with SBRA and the residents not only had a dramatic effect on the physical plant but the social environment as well. The improved

lighting and speed bumps decreased the number of dealers/users congregating in dark alleys and incidents of reckless driving. The permit parking was adopted overwhelmingly by residents and created more available parking and removed abandoned cars. The air conditioning resulted in more tenants staying in their apartments, which resulted in less street dealing. The posting of no trespassing signs enabled the NPOs to contact any subject on the grounds to determine if illegal activity was occurring and kept outsiders from entering the community. In summary, the total effect of these improvements not only decreased the "broken windows" which attract predators but seemed to improve how the community members felt about their neighborhood.

Assessment - Community perceptions

The most important tool a police department can use to measure the effectiveness of a given program is to listen to community members. Their views are the most accurate because in they live in the community. To gauge these community perceptions, some citizens were interviewed on May 5, 1993 on their views of how the neighborhood changed since inception of the program.

Lisa Yost, a River Oaks resident stated the following: "Before the cops came here, there was heavy, visible drug traffic. You saw guns, cars being stolen. Since then, you can walk around at night. It's calm ... soothing. You hardly ever see a drug dealer anymore."

Leatata Scabron, River Oaks resident, Resident Council President, stated the following: "It was really rough around here ... neighbors wanted to move out. Now it is quiet. You can walk around outside. There are no dealers on the street. No kids could ride their bikes before. Now they can ride their bikes."

Ron Barz, Property Manager New Helvetia Development, stated the following: "The bottom line is the response I get from the tenants. The tenants tell me they enjoy living here, they come into the office, kids are now playing outside. There is just a marked difference since the officers came here."

In addition to the qualitative assessment provided above, please see a detailed quantitative evaluation

in the assessment portion of “Drugs and Gangs” Phase Two later in this application.

MOBILIZATION - PHASE I (1992 -1993)

An effective mobilization strategy is arguably the single most important component of the COP philosophy. Officers Dieckmann and Bickel’s first and continued priority is to strive for a mobilized community able to combat the underlying conditions of crime and disorder once the COP program ends.

A mobilized community is one in which residents work cohesively with other community members and other outside resources to solve neighborhood problems. These partnerships and programs must ultimately be strong enough to sustain community improvements without a constant police presence. Meeting this challenge is the final stage of any COP program and would be an unprecedented success in housing developments of this size.

The lack of mobilization at the outset of this NPO program was treated as a community problem similar to that of drug and gangs. The POP strategy was used to explore these issues. Furthermore, to have a long-term effect on the serious gang and drug problems ravaging these developments, successful mobilization efforts were essential.

SCANNING

As indicated earlier, mobilization is intricately connected to crime problems within a given community. Without a mobilized community, the tenants will be in-equipped to repel the onslaught of drugs and gangs. Mobilization is therefore of paramount importance, yet extremely difficult in public housing. The reasons for this are varied but center around a few emerging themes.

Scanning - Life in River Oaks & New Helvetia

Life in the housing projects is unique, mandating innovative solutions to the underlying conditions, which created many problems in New Helvetia and River Oaks. It is difficult to imagine life in these neighborhoods unless you have actually experienced it.

In these two developments, the fear of crime was extremely high. Most tenants were unemployed,

relying upon government assistance to support themselves and their families. The frequent police presence was often resented as if “big brother” were watching.

These factors developed into a sense of helplessness and apathy for the communities. The residents, not being property owners, decreased their personal stake in the community and exacerbated the neighborhood’s problems and challenges. Many felt so powerless and insignificant that they were not becoming involved in the community unless something traumatic happened to them or someone close to them

Most heads of households are single women receiving Aid For Dependent Children (AFDC). Many found it hard economically, especially with the large amount of drug and alcohol abuse present. Some residents chose to “double-down” their monthly checks by purchasing a quantity of drugs and selling them for a 100 percent profit.

Often, the catalyst for this “double-down” phenomenon is the predator of the low-income community, the young male gangster. In speaking with these predators, they refer to the single women who cater to them as “project hos.”

These gang members use these women, their apartments and their hospitality for a short time, and then frequently move on to the next “project ho.” Additionally, these predators can easily demonstrate material success in comparison to those who are not involved in narcotic sales. These young men often coerce the women into peddling their drugs only to leave them with the drug arrest or eviction and move on to the next victim. These types of men are responsible for a significant amount of crime in these areas and are tough to track down because of their mobility.

With these large numbers of AFDC moms comes a large percentage of kids in the complexes, estimated at 40 percent of the population. The actual number of children, specifically in the summer and after school, is much higher. This is due to the developments being used as a children’s day-care community.

Many of these mothers and other unemployed community members have extended families outside

the community. While their relatives go to work, go to school, and etc., their children are left with the family members living in River Oaks or New Helvetia.

All too often these kids are unsupervised and left to roam the complexes. This idle time results in juvenile mischief and crime, further deteriorating both communities. Many of the easily influenced young people are swept up by the various gangs, which overwhelm the area, increasing the already serious gang and drug problem.

Another concern is the lack of community role models. Although most of those living in River Oaks and New Helvetia are good people, those who set goals and work to improve their position in life quickly move out of the projects. The financially successful residents that remain are drug dealers, who in the eyes of impoverished children have success and wealth. The community gives these "role models" prestige due to their money and physical power.

A final concern is the lack of cooperation by authorities. This is fueled by the fear of being labeled a "snitch." This is a very real concern in communities as populace as River Oaks and New Helvetia. Even the law-abiding citizens are hesitant to "snitch" for fear of being labeled an outcast by other community members and to avoid the legitimate threat of retaliation.

Scanning -Identifying Barriers to Mobilization

The NPOs arrived in the complexes in June of 1992. The officers began developing information about community activities. This information came from various sources including property managers, resident councils, district officers, surveys, and door-to-door conversations with adults as well as speaking with children around the two complexes.

As Officers Dieckmann and Bickel spoke with these valuable sources, it became clear there were several issues, which inhibited community members from getting involved in positive activities. The four problems identified, which inhibit mobilization, were:

- The general population felt distrust towards governmental officials, including police.

- There was a feeling among children and adults that there were no positive activities for the youth to become involved in.
- There was a lack of outside agencies and/or resources available within the community to assist tenants.
- There is little or no interaction between people of different ethnic origins.

Although these were certainly not the only problems related to the lack of mobilization in the community, the NPOs and the community felt these were the most urgent concerns. (The reasons why these problems were identified will be discussed in the "analysis" section) Once identified, Dieckmann and Bickel began collecting information on these issues. To do this, they entered into the second phase of the POP stratagem, which is the collection of information regarding these issues.

ANALYSIS

The second phase of the systematic problem solving strategy of SARA is analysis. This phase constitutes the heart of problem solving in this innovative way of policing. Law enforcement in the past was essentially reactive.

Past tactics would attack the problem utilizing arrests, never analyzing the ramifications of their actions nor understanding why the problem was occurring. Police officials never had the road map the SARA process provides. If the SARA process is utilized properly, the officer will understand all underlying reasons for the problem and be able to make a custom-made, long-term solution.

Analysis - Mistrust of Government

Officers Dieckmann and Bickel identified the first obstacle to mobilization as a general feeling of mistrust for government. The River Oaks and New Helvetia communities always have had a large police presence in their neighborhood due the high crime rate.

This crime rate was attributed to the abnormally high amount of gang and drug activity. As the crime rate soared in the area, so did the amount of police calls

for service. This high rate of calls for service forced an increased allocation of police, particularly because many of the police calls were violent and required three or more police to respond.

As indicated earlier, prior to the NPOs arrival, there was one arrest per two households. Virtually every resident had some type of contact with a police officer. Unfortunately, many of these contacts were not positive ones.

In many cases, police responded and arrested a brother, mother or a friend and sped off to the next call for service. These police officers were not trained in long-term problem solving and did not concern themselves with mobilization efforts. They did what they were trained to do, finding the culprit and arresting him, being careful not to get hurt in the process. Unfortunately, the byproduct of this legalistic type of police is poor relations with the community.

The residents of both communities not only had deteriorating relations with police but other governmental entities as well. The tenants of these communities rely solely on the government for all their basic needs such as food and medical care. Most are on a fixed governmental income such as AFDC, Social Security Insurance or General Aid. Their County of Sacramento checks, Medicare cards and Food Stamps remind them constantly that they are dependent upon the government. To make things worse, they live in one of many rows of brick buildings known as the “projects,” which are also government run. All these factors feed the feeling of “big brother” watching them, constantly verifying their income or checking to make sure they do not have a live-in boyfriend or girlfriend with an additional income. When these large bureaucratic service providers break down, as many of them do, the tenants of River Oaks and New Helvetia become the victims and poor relations result.

Analysis - Lack of Positive Activities

The second issue analyzed was the lack of positive activities for children. Most heads of households are single mothers. Most parents, during the first year of the COP program did not care about getting involved in community activities or reporting drug

dealers on the corners. They were, however, deeply concerned about their children’s welfare.

In analyzing this problem, a few children’s programs were found. Sacramento Parks and Recreation, SHRA’s Family Services Division and the resident councils provided most. It became apparent these programs did not reach most of the children’s population and very few community parents were actively involved in any of the youth programs.

The one exception was Leatata Seabron. Mrs. Seabron is a parent and the River Oaks Resident Council President. She has been the matriarch of both communities for several years. Over the years she essentially has adopted many of the children of River Oaks and insured that the children become involved in activities as they become available to the community-

This community concern took on great importance to Officers Dieckmann and Bickel. The officers felt the lack of positive choices for many of the children in previous years became a catalyst for the severe gang problem that existed at that time. This concern is echoed by several studies, which indicate children normally get into trouble during the discretionary time from after school to the early evening hours. In order to effect positive long-term change by decreasing the level of gang activity, this situation needed to be reversed.

Analysis - Outside Resources

The third factor indicated by the community, which inhibits mobilization, is the lack of resources or partners outside the community to help. In River Oaks and New Helvetia, there are many social problems requiring assistance.

The foremost concern is the extremely high substance abuse problem. Many tenants are battling with alcohol and drugs, but sadly, there were no social services available to community members. Other problems, such as troubled youth getting into crime or dropping out of school, were not addressed.

Additionally, there is a large population of elderly and disabled persons. Yet, no resources were readily available to assist this group. Essentially, these communities were on an island within the city.

If a community is to attempt to wrestle with the idea of community betterment, individual tenants need to get their own houses in order before concerning themselves with their neighbors welfare. If they are to concern themselves with drugs and gangs they need to know where their own sons and daughters are and be in command of their own substance abuse problem.

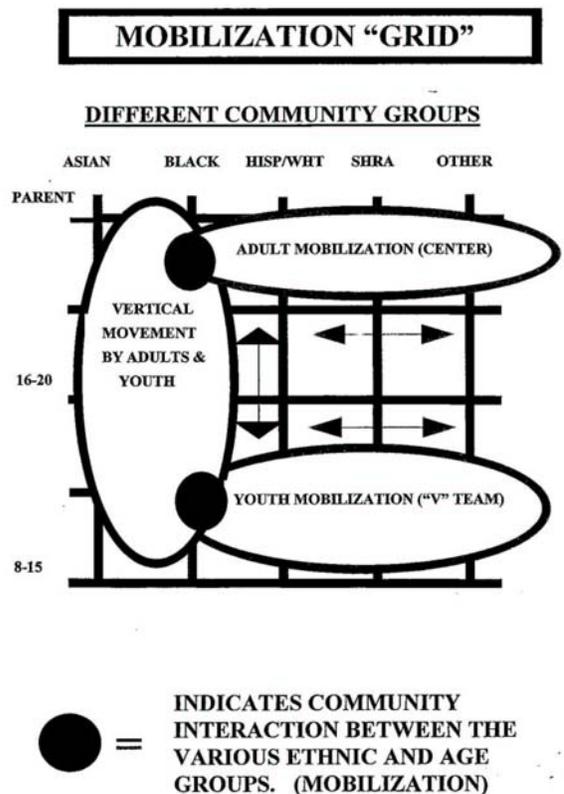
Analysis - Ethnic Diversity

The last issue related to mobilization is the ethnic diversity of the neighborhood. As stated earlier, the communities are made up of one-third 1-lispanic/Caucasian, one-third African American and one-third Asian. The Asian population is broken down into many different cultures including Chinese, Vietnamese/Chinese, Laotian, Hmong and Mein.

With this richness comes a host of language barriers and cultural stereotypes, which can serve as hurdles to social interaction among community members. Due to the lack of education combined with a dense population, racial ignorance has been a problem. Adults and children of one race rarely socialized with a different race. This is truer with the adult population, primarily due to the language barrier. Another challenge is that many of the Asian cultures have a mistrust of the police. This is generally attributed to the brutality of the police forces in the Asian cultures. This fear is very real in that many of these community members have been in America for a short time.

Analysis - Model - Mobilization Grid

The above community characteristics did not occur over night. The complex social issues manifested slowly over years. In order for the NPOs to place these overwhelming issues into a manageable format, they began to formulate these issues into a theoretical model. Once this conceptual framework was developed, it became a valuable tool, enabling the NPOs to conceptualize these difficult issues as related topics. Once formulated, the officers were able to activate a systematic response tailor-made for the River Oaks and New Helvetia complexes rather than be overwhelmed by these perplexing social manifestations.



This conceptual model became known as the Mobilization Grid. As originally theorized, the communities were seen as a grid with intersecting vertical and horizontal lines. Each vertical line represents a different segment of the community, such as different races and service providers. The horizontal lines represent the ages of community members. The lowest horizontal lines represent the youngest children in the community and with each elevated horizontal line the members are older.

Officers Dieckmann and Bickel theorized that the most effective way to mobilize the community was through the children. The reason for this approach was based on several factors. First, the children were more apt to have a favorable relationship with police in that they have fewer preconceived notions about law enforcement. Second, the children were more likely to socialize with other nationalities because they had less of a language barrier and were at least acquainted with each other from school. Third, both adults and children felt there were no positive activities for the children to participate in. Fourth, without positive alternatives, many of the children were unable to fight the peer pressure of the gangs, which dominated the community.

Officers Dieckmann and Bickel believed that once they established after-school programs they would be able to assist in the socialization of children from all cultural backgrounds.

Once in a successful program, the children would be less inclined to do poorly in school or be pulled into a gang. Additionally, the parents would respect the job of the NPOs once it was realized they were helping neighborhood youth. Lastly, once a youth program was established, the parents of the ethnically diverse children would be asked to assist with the program. This would enable them to begin socializing with other races and at the same time they would become involved in the community through a youth program.

In this fashion, all above hurdles to mobilization would be pulled into the Mobilization Grid. How this conceptual framework was carried out will be described below in the response section. Additionally, the Mobilization Grid was utilized throughout the four years of the program. As this COP philosophy developed and POP strategies changed as community problems did, the Mobilization Grid was adapted.

RESPONSE

The response is the action plan. In short, the officer is prepared to attack the problem in that he/she has taken time to correctly identify the problem and has collected data from as many sources as possible to understand the underlying conditions causing the problem. Once armed with the correct information, the officer may now carry out the tailor-made response. Essentially, this is where POP's "rubber hits the road."

Response - Mistrust of Government

In regards to the "big brother" influence, Officer Dieckmann and Bickel's tactics varied considerably due to the complexity of the issue. The fact that the officers recognized this issue at the beginning of the program made their entry into the program much different than many COP/POP programs. Two related applications of this approach have been termed "soft mobilization" and "media blackout."

Response - "Soft Mobilization"

Through the years, both communities have seen myriad programs come and go. These governmental attempts to improve their quality of life have come in under the social service and law enforcement umbrellas. These tenants have seen a plethora of welfare changes called a variety of names and a comparable amount of law enforcement teams operating under a host of colorful slogans, all attempting to improve their quality of life.

These programs have come and gone, never thinking to ask the community what its problems were and never improving the community for the long term. Officers Dieckmann and Bickel did not want to enter the community inheriting all the failures of past programs. Nor did they want to come into the community forcibly, armed with what they thought were the problems and forced into making promises they could not keep.

The officers wanted to slowly integrate into the mainstream of the community. Only when Dieckmann and Bickel were truly accepted into the community could they hear the true problems and adequately work with the residents in solving them. As the Officers entered the community, there was no parade, no speeches, and no city dignitary cutting a yellow ribbon with an oversized pair of scissors. Officers Dieckmann and Bickel simply moved their equipment quietly into their offices and began slowly building relationships with community members. In this way, the officers mobilized softly, on the community's terms.

Response - Media Blackout

Secondly, there was no announcement of the officer's arrival. Many members knew of their arrival via word of mouth based upon conversations with property managers and resident councils. There was no media release of any kind. In many cases, communities such as River Oaks and New Helvetia reject mainstream media.

Additionally, the officers wanted the community to hear of their arrival from them as they walked through the community, not from some well-dressed, nameless television personality. Additionally, Officers Dieckmann and Bickel requested from the newly decentralized administration, permission to refuse all media requests for the first year of the program.

This request became tougher as the later success of the program became realized. The first success story published in a local paper was published in spite of the officers never granting an interview and featured a photograph of their locked office door.

At the heart of the POP strategy is that the neighborhood plays an active part in not only identifying the problems but being a part of the solution as well. The officers believe this is an extremely crucial component and always adhere to this principle. As part of this strategy, Officers Dieckmann and Bickel kept the Sacramento Housing Authority (SHRA), and more importantly, the resident councils of both communities, briefed on their activities.

The resident councils hold monthly meetings. The NPOs waited until they were invited to these meetings (soft mobilization). Once invited, they attended and informed the tenants of their activities. It was during this forum that Officer Dieckmann and Bickel asked the council what functions they would like them to perform and asked their permission or approval for a particular program.

An example of this was when the NPOs presented their ideas on a neighborhood watch program. The council voted for this tactic and later the officers trained volunteers from both complexes.

In order to integrate into the communities, Officers Dieckmann and Bickel made an effort to appear as people, not just as cops. In many cases, when law enforcement interacts with the public, all the public sees is the badge on the chest and the gun at the side.

The officers took steps to minimize this phenomenon and reduce the stereotypical perceptions the public has of police. Some examples of this strategy was to take off our police equipment and put on shorts and high-tops and play basketball with the neighborhood teenagers or get dressed up and go to the neighborhood dances and attempt to dance to the latest “rap” music. These actions helped break down the barriers between the community and the officers and facilitated communication.

Response - Working with Youth

Establishing programs for neighborhood youth is essential if the officers were to have any long-term effect on the community. Upon arriving in the developments, they knew of the demographics describing the large youth population but rarely observed any children during the evening hours.

They soon learned that most children were not allowed outside after sunset due to the violence, which permeated the streets at night. To meet the children, Dieckmann and Bickel began going to the Jedediah Smith Elementary and California Middle School. They were invited to teach safety classes to the children and to speak with parents during “Teacher-Parent Day.”

Rapport was beginning to be established with many of the children. Soon, the children wrote letters at school requesting the officers speak at their graduation ceremonies. Later they began taking the children of the communities on trips such as the tour of the State capitol and a trip to Victory Outreach, which is a group of reformed juveniles who put on realistic and educational plays such as “Ain’t No Sunshine in the Hood.”

As the children became more comfortable with Dieckmann and Bickel, they began spending time at the Neighborhood Police station. Soon the office became a social hub for the kids and a place where they could find help with their homework.

The officers acquired some sports equipment and began checking out the equipment to children. Children are naturally curious of police work, so the officers started a program called “Kids on Patrol.”

The Officers and the children would meet at a designated day and time. The officers would go out on foot patrol and the kids were allowed to come along. The officers would take this time to explain to the children why police do what they do as well as how to behave if a police officer stops and wants to talk to them. All the equipment on their belts was explained to the kids and they all took turns singing the “COPS” television show’s theme song on the patrol car loudspeaker.

During the first year of the program, SHRA was in the process of applying for a Drug Elimination Grant from Housing and Urban Development (HUD). Officers Dieckmann and Bickel requested a small

grant within a larger application to obtain funds to begin a formal youth program. The application was accepted and the officers were awarded \$3,000 in “seed” money to begin the program. This was the beginning of the youth program called the “V” Team.”

Response - V Team Youth Program

The “V” (Victory) Team focuses on “at-risk” children between the ages of 8 and 12 years of age. The program takes referrals of troubled children in the housing developments from local schools, parents, resident councils as well as relying on the observations from the NPOs.

This youth program was originally started in the New Helvetia complex with twice-weekly meetings. The program soon expanded in the River Oaks development with four meetings a week. Soon mothers from the community frequently volunteered their time. Later, as the success of the program grew, SHRA provided \$30,000 dollars to continue the program and to fund four staff members to assist in running the practices and eventually to take over the program. By the end of the first year, the officers were working with 60 children.

The weekly meetings are divided into two areas. The first hour is dedicated to strength of mind. The second hour is dedicated to the strength of the body. During the first hour, the children are encouraged to strengthen their mental skills by bringing their homework.

The size of the team is kept at a manageable level to insure tutoring on a one-to-one basis. As the program began to develop, members from the neighboring affluent Land Park area donated unwanted computers and educational software for the “V” Team’s use. These computers were valuable in improving the children’s reading comprehension and mathematics skills. Additionally, the staff met frequently with the children’s teachers and parents to insure the NPOs were kept up to date on the youths’ attendance, academic status and behavior.

During the second hour the children become engaged in a series of spirited sports activities and drills which emphasize a strong work ethic, team spirit and a sense of accomplishment.

The entire program is based on a rewards system. If the children act appropriately at practice, bring their homework from school and have a 100 percent attendance, they are rewarded. These rewards come in the form of uniforms and field trips. The uniforms consist of a hat, shirt, shorts, and jacket with professionally designed “Kids in the Hood” logos. Each piece of clothing is earned one at a time, creating a work ethic and sense of accomplishment. The purple uniforms also create a strong sense of team unity.

The leisure and/or educational field trips earned are designed to expose children to places and activities, which, in most cases, they have never experienced. Additionally, the NPOs hope that exposure to these events will educate the child to a variety of adventures and job opportunities, which the officers hope will be a part of their future.

Many of the team's expenditures and field-trips could not have been enjoyed without establishing a variety of partnerships with resources beyond the boundaries of River Oaks and New Helvetia. By creating these partnerships, the NPOs began pulling resources into both communities. A partial Est of the field trips and partnerships established during 1992-1993 are listed below.

FIELD TRIPS

- A trip to a San Francisco Giants game
- A trip to the Lake Tahoe Basin to play in the snow and take a nature hike
- A trip to Waterworld USA
- A BBQ and trip to the Dos Rios community for a softball game
- A trip to the Discovery Zone in Fairfield
- A trip to Marine World Africa USA
- A trip to Stinson Beach and an educational hike around Mt. Tamalpais
- A rafting trip down the American River
- A trip to a Sacramento Knights soccer game.
- An educational trip to Old Sacramento
- A trip to a Sacramento Kings game.
- A trip to the Pig Bowl, a charity football game between S.P.D. and the Sacramento Sheriffs Department.

ESTABLISHED PARTNERSHIPS

- The local elementary and middle school provided a list of all students having behavioral or educational problems and living in the area.
- These children were later recruited into the youth program.
- The “V” Team logo/design was donated by a local graphic designer. The clothing was
- The Police Athletic League (PAL) donated basketballs.
- Several Land Park residents and businesses donated sports equipment books and computers.
- SHRA donated a computer to be used during the educational component of the program.
- A New Helvetia resident donated 15 educational software programs and commuter expertise.
- Lake Tahoe Rangers donated their time during a trip to their basin.
- A recently "jumped out" ex-gang member from the area gave a spirited presentation on the pitfalls of gang life and drug abuse.
- An ex-gang member/outlaw biker gave a presentation of the effects of drug abuse and the importance of making the right choices in life.
- Numerous local college students, high school students, teenagers and parents from the community volunteered their time during weekly meetings.
- The Sacramento Police Officers Assoc. (SPOA) donated food for a field trip
- The Coca Cola Bottling Corp donated refreshments for several outings.
- Two Sacramento County Probation officers donated several hours teaching the youth how to swim. This culminated in the above rafting trip.
- The NPOs gave the youth 30 reconditioned bicycles for Christmas. A local news station donated safety helmets, a Sacramento City Fire station cleaned the bikes, a local bike shop donated the necessary repairs, and SPD Dispatchers donated \$200.00 and purchased additional Christmas gifts.
- The local Target store donated \$100 towards sports equipment.
- Arco Arena donated tickets to the Knights and Kings games.

As illustrated above, the “V” Team pulled various resources from the River Oaks and New Helvetia communities. As indicated earlier, this lack of resources was the third concern regarding the lack of mobilization. Both SHRA and the NPOs felt there was a crucial need to provide additional social services to the local population. A one-stop human services is a crucial ingredient needed to improve the quality of life in complexes such as River Oaks and New Helvetia.

The NPOs most effective and valuable partner, SHRA made a bold move in this direction. SHRA struck a partnership with the County of Sacramento. The County provides the government financial aid and social service programs for residents of the City and County of Sacramento.

SHRA provided a row of six apartments exclusively for the County's use. What resulted after a year of planning (the NPOs were on the planning team) was the creation of the New Helvetia Service Center.

The center created a one-stop shop for all social services right in the New Helvetia community. Not only does the center process government checks, but also offers drug and alcohol counseling, and assistance to the elderly and disabled. Additionally, at the urging of the NPOs, the center is staffed with two part-time County Probation Officers to closely monitor the bulging juvenile probation caseload in the area.

In many cases, social service providers, law enforcement and housing authorities do not see the same solutions to a given problem. This was an unprecedented attempt to bridge these services onto one team in an attempt to improve the quality of life in the area. Additionally, the center became an effective place to refer troubled tenants. If the NPOs come across a problem within the household and not are able to provide the necessary help or expertise, they simply refer to the local center.

ASSESSMENT

After reviewing Officer Dieckmann and Bickel's Mobilization Grid and responses to the identified hurdles toward mobilization, the reader can now begin to understand that these issues are related.

Response - Outside Resources

The “V” Team response acted as a catalyst, putting their theoretical framework in motion. As the NPOs began to mobilize the variety of the ethnic groups utilizing the “V Team, the children become socialized with children of other races, thus moving horizontally along the grid (horizontal mobilization).

As the success of the program continued, parents slowly began moving vertically towards the youth program by getting involved. (Vertical mobilization) The parents soon found they had something in common with other parents who have children on the “V” Team and began interacting with them. (Horizontal Mobilization) This movement of community members moving freely around the mobilization grid, interacting with others of different ages and nationalities (intersections within the Grid) is the start of a mobilized community.

Additionally, the community recognized the NPOs' work with the children and the officers began to earn considerable respect among the tenants. This gave them credibility, assisted in communication and lead to the perception that the officers were not just in the community to arrest those who live there.

En assessing the success of the V Team, many positive byproducts emerged from outside sources. One such source was Jedediah Smith Elementary School. (See Appendix A). In this letter, Principal Dr. Carol Bly describes the effects the V Team has had on her students. Additionally, she states the suspension rate dropped in one year from 60 suspensions to nine in just one year.

For a more detailed evaluation, please refer to the assessment section for Phase Two.

CHAPTER II

The format of Phase Two will be the same as presented in Phase One. While the thrust of the first two years was targeted enforcement, the thrust of the second two years was on community mobilization.

GANGS/DRUGS, PHASE 2 (1994 & 1995)

SCANNING

Narcotic and Gang Activity continued as chronic problems. However, the demise of the “open-air” drug market had a tremendously positive impact.

(See Analysis) This SARA analysis details traditional and innovative steps taken in 1994 and 1995 to end it.

The hardened criminal element, particularly the Project Gangster Bloods removed from the area through arrest and incarceration, have continued to return upon their release. Incredibly, they tend to resume their activities in the same area of the complex. This phenomenon explains the failure of short-term enforcement programs in public housing.

The hardened criminal element is referred to on the street as “OGs” (original gangsters). They have the desire, knowledge, organizational skills and street "respect" necessary to influence neighborhood youth. Narcotic sales provide the fuel for their gangster lifestyle and gang activity provides the framework for their organization to purchase, distribute, collect. As OGs, they do not sell narcotics, but supply them to youth who sell them on the street. In short, returning OGs are motivated and successful in corrupting youth because their social status and livelihood depend upon re-establishing the neighborhood's traditional gang and narcotic activity.

A community is a social institution that is always evolving and changing. The River Oaks and New Helvetia communities are no exception to this principle. Both these communities have seen drastic physical and social changes in the past two years. As these changes occur, so do the tenants' needs and problems.

Scanning - Problem Identification

As community problems change, the police must adapt to those transformations. This change is what makes the POP strategy so successful. This strategy can continually be revisited and adapted to the changing conditions of the community.

During the beginning of Phase Two, Officers Dieckmann and Bickel began the SARA process anew. In doing this they identified other problems, which came to the forefront as the problems in Phase One subsided. The problems identified by the community and the NPOs were similar to Phase One but differed in focus. The problems identified in Phase Two are: The secondary drug market and the “original gangsters” who return to the area.

ANALYSIS

All categories of calls for service decreased with the demise of the “open-air” drug market. For the sake of brevity, all four years of crime statistics have been consolidated into the following assessment section.

Analysis - Model - Conceptual Pyramid

As indicated earlier in this report, this model attempts to remove the OGs from the top of the pyramid. This approach is intensified in Phase Two of the program because of their reluctance to leave the area, their continuing control of the cocaine trade and their influence over the area youth. By intensifying our enforcement and civil tactics toward them, the drug market will continue to decrease and fewer of the younger children will be lured into the gangster lifestyle.

This long-term approach will insure less violence in the community and break the cycle of gang recruitment. At the same time, the NPOs' mobilization efforts will create productive citizens and young adults who will take over leadership roles in the community.

In short, the success of enforcement and youth programs is removing the OGs as role models at the top of the pyramid.

Analysis - Secondary Drug Market

As described in the Phase One of this application, the secondary market is the drug culture, which normally occurs indoors, between people who know each other. Although this market is out of the public eye, the byproducts of drug use still dramatically affect the community. Although violence still occurs with this type of dealing, it is significantly less than in the open-air or primary market discussed earlier. With the demise of this primary market, many of the dealers have retreated indoors in an attempt to draw less attention to them.

The catalyst for this market is primarily the original gangsters who still hold various ties to the community as they have lived there for several years. Additionally, several “small-time” dealers use the hospitality of female associates as described earlier. Additionally, many of the mothers who have

substance abuse problems, “double-down” their welfare checks in an attempt continue their habits while trying to support their children.

Because the remaining drug market was primarily inside, the tactics used by Officers Dieckmann and Bickel changed. They had to begin targeting specific apartments, which were either dealing drugs or catering to dealers who used the apartments leading to an increase in the use of tactics used in Phase One of this project. Some of these are updated below.

Analysis - Screening

By 1994, the pilot tenant screening program was initiated and representatives traveled to Washington D.C. to lobby for federal legislation specifically authorizing the use of screening. By early 1995, state legislation was passed authorizing its use statewide. The Sacramento Police Department now checks the criminal history of applicants and excludes those who would prey upon public housing residents.

By 1995, the tenant-screening program shows that SHRA currently houses new residents who are not later evicted for criminal activity. This was not the case in previous years when a significant number of new tenants were engaging in criminal activity similar to that of the previously recently evicted tenant.

With each eviction and new resident, the quality of life improves. This is reflected in reduced calls for police and fire service, and increased resident satisfaction. The demise of this “one step forward, two steps back” process enables NPOs to allocate more time to mobilization efforts and target criminals still living in the area.

Analysis - Evictions

Analysis of the streamlined eviction process indicates evictions now require about 60 days when based upon a narcotic arrest, and 90 days when based upon lease violations. Interestingly, the NPOs are increasingly involved in evictions for lease violations.

It is more effective for NPOs to facilitate the eviction of targeted residents by establishing the presence of an unlawful tenant than it is to make a fresh arrest. This happens most often when a

recently released felon, who is ineligible for public housing, is surreptitiously moved into an existing household. Previously it was impossible for SHRA to establish this unlawful residency. Now the NPO is subpoenaed and conclusively establishes residency by reference to Probation's formal "address of record."

Analysis - Probation Partnership

The NPOs' partnership with probation continues to strengthen and is increasingly efficient. Where the first "stay away" orders were unprecedented and difficult to obtain, they are now obtained with a simple phone call. This will assist in removing the targeted OGs living with a girlfriend or other relatives.

Additionally, the probation department now has the ability to run all addresses in both communities. This assists NPOs who are unable to get a drug arrest on a suspected apartment. With this list, they can identify a subject as living in the apartment who is not on the lease. This can lead to a probation search of the premise to find contraband or secure an eviction for an unlawful resident.

RESPONSE

Response - Model - Application of Conceptual Pyramid

1995s response to continuing gang and narcotic activity is based upon the conceptual pyramid presented in the analysis above. The top of the pyramid, which is comprised of OG role models, is targeted for selective and heightened enforcement. As previously described, there are relatively few OGs but their negative impact is immense.

Once OGs are identified, they are selected for intense enforcement using virtually every tool available. A felony arrest for their activities is, of course, preferable. However, other tools used to facilitate their arrest, removal from the project area and reduce their influence as role models include:

- Arresting the addicts they supply to gather intelligence on their activities.
- Citations for trespassing.
- Towing their cars for expired registration or parking on the lawn.

- Asset seizure of their vehicles and personal property in conjunction with arrest.
- Citations for driving without a license and D.U.I. arrests.
- Citations for drinking in public.
- Regular probation/parole searches.
- Probation violation (violation of "stay away" order, possession of pager, testing positive for drugs), and assorted city code violations.

Response - Evictions

Civil evictions provide a long-term solution because the amount of time served for a felony arrest is often minimal and because of the OGs propensity to return. The powerful partnership with the highly motivated SHRA managers provides the following additional tools for removing the top of the pyramid.

Sharing with SHRA management an OG's location has produced evictions for the following:

- Late rent.
- An unauthorized pet.
- An eviction for the use of fireworks.
- An on-site felony arrest of their guests.
- An unauthorized resident.
- Creating civil disturbances.
- Possession of narcotic paraphernalia.

Where one of the above is insufficient to justify a civil eviction, a formal breach of lease is served. Numerous breaches also justify an eviction. Additionally, community members are encouraged to support evictions with their observations and civil testimony.

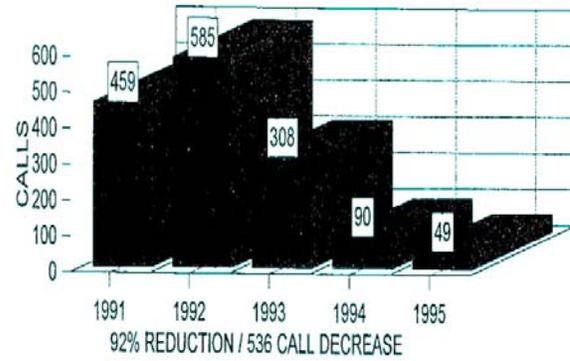
It must be stressed that this selected enforcement is reserved exclusively for those preying on their fellow public housing residents. The overwhelming majority of residents here are good citizens and never receives selective enforcement. The NPO's scarce resources are reserved solely for the top of the pyramid. This allocation of resources maximizes the NPO's impact, while maintaining community support for their other programs and activities.

ASSESSMENT

Assessment - Crime

As indicated by the graphs, all police calls for service are reported for New Helvetia, River Oaks and neighboring Camillia Commons from 1991 to 1995. The NPO program began here in the summer of 1992. Crime peaked in 1992 and then declined each year. Using 1992 as the base year for statistical comparison, there is a dramatic decrease in total crimes for all three complexes. Comparing 1992's to 1995's total police calls show a decrease in Camillia Commons of 92%. Combining both New Helvetia and River Oaks yields a decrease of 54%. Combining all three complexes in the area shows a decrease of 64%.

CAMILLIA COMMONS

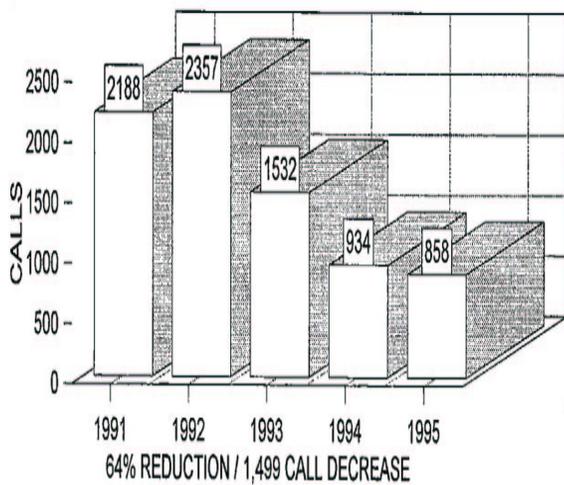


Assessment - Violent Crime

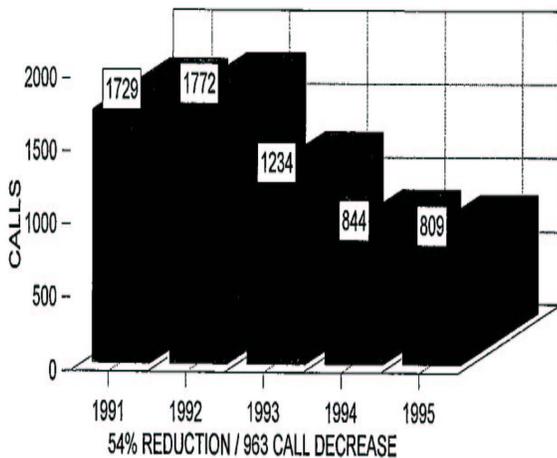
Refining the data to specific violent crimes results in equally dramatic decreases. Specifically, shooting at and inhabited dwelling, robbery, battery, assault with a deadly weapon, and spousal abuse were compared for 1992 and 1995. The decreases for the respective crimes combining New Helvetia and River Oaks is 80%, 71%, 55%, 70%, and 43%. Combining all violent crimes indicates a total reduction of 56%.

Camillia Commons shows a corresponding decrease in violent crime of 100%, 100%, 100%, 100%, and 93% respectively. To give a fair assessment of violent crime in Camillia Commons, 1992 and 1994 were compared. The complex was fully occupied during that time. The decreases are 100%, 100%, 50%, 84%, and 80% respectively. The combined reduction of all Camillia Commons violent crime from 1992 to 1994 is 74%.

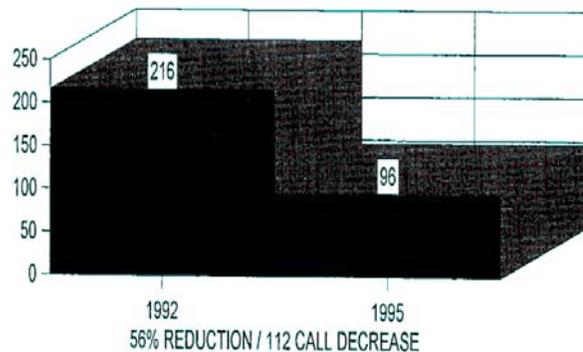
RIVER OAKS, NEW HELVETIA, CAMILLIA COMMON

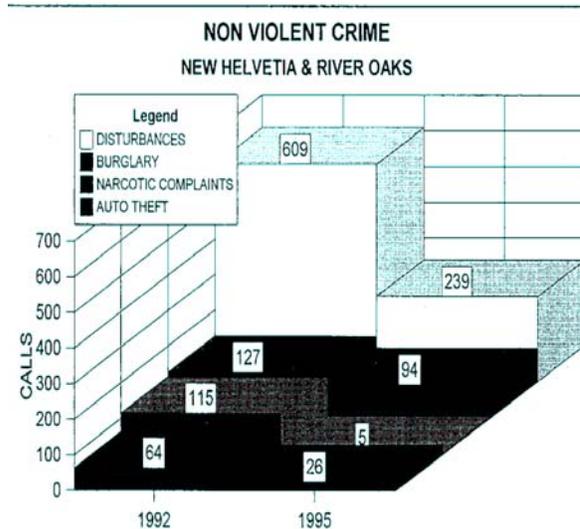
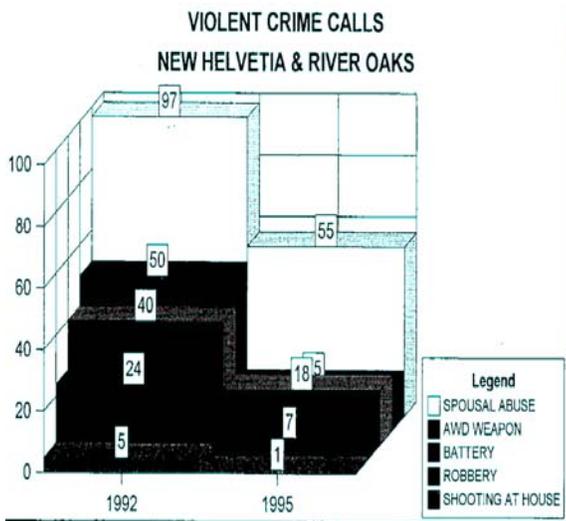


RIVER OAKS & NEW HELVETIA - ALL POLICE



**TOTAL VIOLENT CRIME CALLS
NEW HELVETIA & RIVER OAKS**

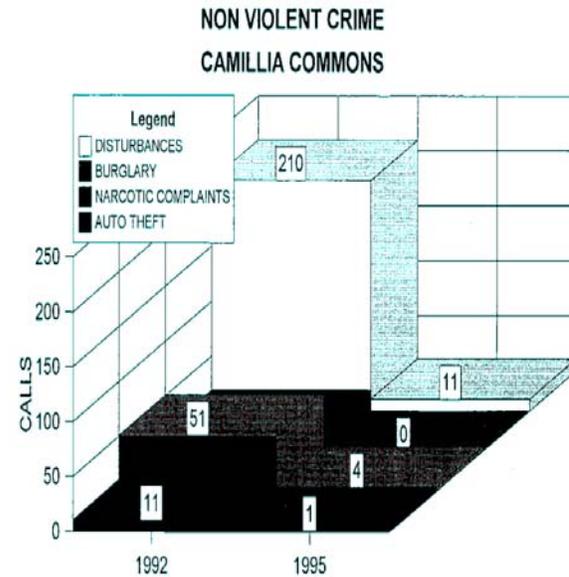




Assessment - Non Violent Crime

Burglary and Auto Theft calls in 1992 and 1995 for the New Helvetia and River Oaks complex decreased 26% and 59% respectively, with a combined reduction of 37%. This measure indicates the reduction in property crime. Also measured were disturbance and narcotic dealing complaints to measure the decrease in general criminal activity. For the same years calls decreased 61% and 96% respectively, with a combined reduction of 65%.

The same analysis of Camillia Commons shows burglary and auto theft decreasing 100% and 91% with an overall reduction of 97%. Comparing 1992 to 1994 (full occupancy) produces a reduction of 53% and 100% for an overall reduction of 70%. Disturbance and narcotic complaints from 1992 and 1995 show a 95% and 92% reduction. 1992 to 1994 figures show a decrease of 85% and 96% with an overall decline of 87%.



Assessment - Fire Calls for Service

In exploring new ways to assess this program’s effectiveness, the N.P.O.s analyzed fire statistics. As graphics indicate, fire calls were compared from 1989 to 1995 for New Helvetia, River Oaks, and Camillia Commons. The calls were broken down into “all incidents types” and 11 “selected incidents” types. All incident types are literally all Sacramento Fire Dept. calls. The selected incident types are fire calls, which may have required police assistance.

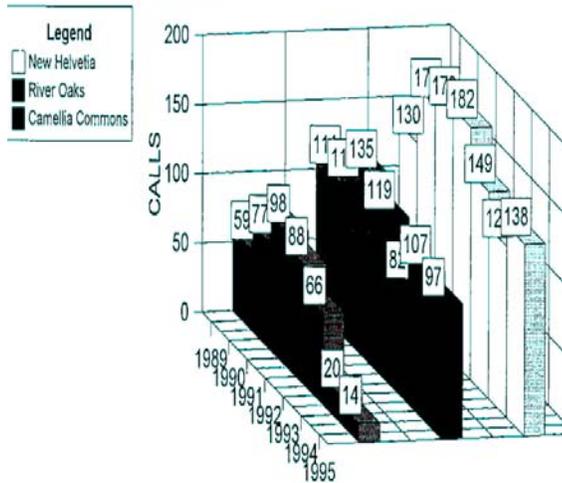
Although the statistics fluctuate slightly, definite trends emerge. The fire calls have an upward surge starting in 1989 and peak 1991, the year before the

NPO program began. The trend was reversed as fire calls began to decline in 1992 and remain low in 1995. Although a cost analysis is not provided in this report, the Fire Department enjoys considerable savings, these decreases demonstrate the improved quality of life enjoyed since the inception of this N.P.O. effort.

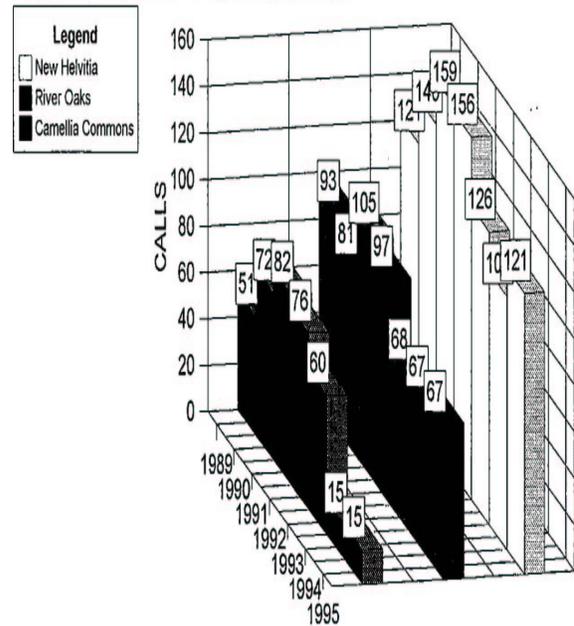
Comparing “all incident types,” New Helvetia's 1991 fire calls numbered 178. Calls increased 1% in 1992, and declined 16%, 31% and 22% for the following years. River Oaks had 135 fire calls in 1991 and reductions of 12%, 39%, 21%, and 29% each year after. Camillia Commons yielded 98 fire calls in 1991 and showed decreases of 8%, 36%, 80%, and 86%.

Examining “selected incident types” (police related) fire calls for all three developments show similar reductions. New Helvetia required 159 police related fire calls in 1991. Reductions for 1992-1995 are 1%, 21%, 31% and 24%. River Oaks had 105 police related calls in 1991 and decreases for the following years of 8%, 35%, 36%, and 36% respectively. Camellia Commons needed 82 police related fire calls in 1991 and showed decreases of 10%, 27%, 82%, and 82%.

TOTAL FIRE CALLS



TOTAL FIRE CALLS - POLICE RELATED



Assessment - Evictions

SHRA prepared the following cost-analysis chart to measure the decrease in eviction costs. Although comparable data for 1995 was unavailable, the chart indicates a consistent cost savings each year from 1991 to 1994. Using 1991 as the base year and comparing it to expenditures in 1994, they enjoyed a cost savings of \$28,349. The evictions not only served to improve the quality of life, but also have produced cost savings. This chart also suggests that the partnerships established with the NPO effort have decreased the number of problem households.

As community problems changed, the tactics used by the N.P.O.s and S.H.R.A. did as well. With demise of the "open air" street drug market, 1995's response intensified the use of evictions as a viable tool against indoor narcotic sales. Managers Frank Camacho and J.D. Moore, who supervised River Oaks and New Helvetia, performed forty-nine evictions. Of these evictions twenty-two of them were “for cause.” These types of evictions normally originate from information supplied by the N.P.O.s. Although these managers supervised only 20% of SHRA's subsidized housing, they performed approximately 30% of SHRA's annual eviction total. This analysis reflects the strength and effectiveness of this partnership.

MOBILIZATION, PHASE II (1994-1995)

SCANNING

A mobilized community is one in which residents work together to solve neighborhood problems and identify what types of resources they need to help them with the task. Mobilizing this community so it can maintain the quality of life without the help of the NPOs was the first priority for Phase Two of this program. The officers were accepted into the community and are trusted by the majority of the community. Additionally, a host of outside agencies and social services has been pulled into the community to help those tenants get themselves and their homes in order. But a truly mobilized community has not been obtained.

As the open-air drug market disappeared and the gang members faded away, the community's positive feelings toward the neighborhood increased. This created less urgency for the community to mobilize. Although more residents are involved in the daily activities of the community, the majority has become apathetic. A small, hardworking group of residents is doing most of the work. To the majority of residents, there is no real threat to their children, no cause to rally behind. They have a hard time understanding what the small group of mobilized residents intuitively realizes that the battle has been won, but the war is not over.

Scanning - Identifying Barriers to Mobilization

To combat this apathy, the officers went back to their original Mobilization Grid. The V Team became a program involving children and parents. It was a positive program that members of the community could rally behind. The community needs a reason to become mobilized. They need a reason to care about the daily activity in their neighborhood. The residents own the V Team. This sense of ownership created empowerment.

Generally, most people in the developments own very little. Because of this, there is no pride of ownership within the neighborhood. Officers Dieckmann and Bickel theorized that if the community was to be empowered, they needed to instill a sense of ownership among the residents.

The community has increased its role in positive activities within the complexes and the V Team has become a large success. But with these successes, there is room for improvement. The River Oaks and New Helvetia communities need a more mobilized community if they are to combat the history of drugs and gangs in the community. Although the community is stronger than ever, the "projects" constantly lure predators and drug dealers into them.

With the demise of the drug and gang epidemic, the NPOs began to focus on other ways to pull more people into positive community activities and develop programs in which differing community members can interact and communicate with each other. To decrease the amount of community apathy, the tenants and officers decided they needed community institution to facilitate empowerment and community interaction. With these issues in mind, the single problem identified in Phase II was a lack of community ownership.

ANALYSIS

Other than cars and personal items, the residents of these communities do not own anything. They do not own the apartments they live in. They do not have to mow their laws surrounding the area in which they live. Essentially, the only thing they are responsible for is paying their rent on time. There was nothing provided in the community which would create a feeling of personal stake.

Officers Dieckmann and Bickel began working with resident members to hear what they needed in the community. This institution would have to be something that the community could feel they owned, creating that sense of empowerment discussed in Scanning above.

After numerous discussions, the information gathered was useful. Other than the V Team program for the children, there was neither place nor activity where the adult community could meet. Most of the community activities focused on the children. The adult population, if they were to become empowered then later mobilized, needed a program to act as a catalyst.

The program, which was agreed upon, was a Health and Education Center. As theorized, this center would be a meeting place for adults during the day.

The center would include aerobic and anaerobic exercise machines, and would be equipped with computers so the adults could create resumes and enter the work force. Children would also utilize the center during the evening hours for recreational activities.

Analysis -Conceptual Framework

The River Oaks/New Helvetia model for community mobilization is a conceptual "Mobilization Grid." This theoretical grid depicts the community as a series of intersecting vertical and horizontal lines. The lower horizontal lines reflect the youngest community members who become older with each elevated line. Each vertical line represents a separate ethnic group or sub-culture represented within the community. Each intersection represents people and/or families of different ages and races, intermingling with people and/or families different from them. In a mobilized community, all ages and groups of people move freely along these lines interacting with each other.

The V Team youth program is based upon this conceptual grid. It was conceived as a tool to establish community interaction, which facilitates mobilization. The V Team targeted "at-risk" boys and girls of all ethnic backgrounds. By creating this group, a significant number of children began interacting with kids of different races (horizontal movement). Once the program was established and the children mobilized, members were encouraged to invite their parents to become involved (vertical movement).

Once the parents become socialized within the youth program (vertical mobilization), they begin to socialize at the top the grid with neighboring parents of other races who share similar parental concerns (horizontal mobilization). Ultimately the residents moved freely around the community (grid) interacting and addressing community problems.

The center also fits into the Mobilization Grid. The parents of the communities will use the facility. During this time, they will socialize with other parents of different ethnic origins. It is theorized they will begin discussing community issues. Additionally, the creation of the center will provide the community additional leaders who may become

potential role models for the area. (See Conceptual Pyramid.)

RESPONSE.

Response - Application of model - Conceptual "Grid"

The mobilization tactics deployed in Phase Two 1995 focused upon three major efforts; continuing the "V" Team, developing The Health and Education Center and creating business enterprise for tenants. All three efforts strive to create a feeling of personal stake within the community, to encourage long-term mobilization and to invite the surrounding community into the conceptual grid. These efforts, once established as successful programs, are designed to maintain the quality of life here without the NPOs.

Response - "V" Team Youth Program

The successful after school program focuses on "at-risk" children between the ages 8 and 15. Many of the children are referred to the program from the local schools, parents, active residents and social service providers. V Team staff meets with schoolteachers and administrators to identify children with special academic, attendance or behavior problems. One volunteer, Cyndy Borcich, teaches at the local middle school and is an invaluable partner.

The weekday practices are broken down into segments; strength of mind and strength of body. The strength of the mind segment focuses on completing homework from school, reading and working on computers. The strength of body segment concentrates on competition, teamwork, and a sense of accomplishment, goal setting and physical health as a way of life. Currently, there are two paid V Team staff persons who run the practices. Mothers who regularly attend practice supplement their efforts.

1994-1995 saw senior members of the V Team begin to become role models. As team leaders they help to run each practice and tutor younger children. The hope is these kids will continue to explore these new roles and become administrators of the program when the NPOs are withdrawn. Other members are becoming active in school clubs, community service

and conflict management programs at the local middle school.

The founding principle of the program, an awards system, continues to instill energy into the program. This "no such thing as a free lunch" motto gives each child the opportunity to earn V Team jackets, hats, shirts and a variety of leisure and educational field trips. The children earned numerous trips in 1995. Partial lists of these field trips are included below. Also included are some of the partnerships, which made these excursions possible.

Response - 1995 "V" Team Field Trips

- A trip to the Pig Bowl. A tailgate party was held prior to the game with food and refreshments provided by Land Park Volunteers. SPD dispatchers who raised funds and made the team banner provided transportation.
- A tour of the Exploratorium and a visit to the Academy of Sciences in San Francisco. Food was provided by the Salvation Army and transportation provided by the City of Sacramento.
- A trip to Water-world. The park provided a reduced entrance fee.
- A day at South Side Park participating in the "Fishing in the City" program. Supplies were provided by the California Department of Fish and Game.
- A trip to Alpine Bowling Alley, McDonald's, and an opportunity to experience city government at work by attending a Sacramento City Council meeting. At this meeting the Land Park Community Association presented the kids with a check for \$750. The activities were provided at a discount and All-West Coactilines provided transportation.
- The City of Sacramento and volunteers from the Land Park area provided a trip to a Grass Valley ropes course called On Course, Inc. Transportation.

- Two trips to the Sacramento Ballet to watch "Ma Fille Mal Garde" and the "Nutcracker." The Sacramento Ballet donated tickets and the director of the ballet personally led a backstage tour.
- A tour of the Muddox brick factory.
- A trip to Camp Minuluta. The Campfire Boys and Girls Club provided the activities and lunch.
- V Team funds sent several underprivileged children to Camp Minuluta for a week this summer.
- A Halloween party at Pizza Hut.

Response - "V" Team Fund Raisers

The above trips and the purchase of computers and sports equipment were accomplished only with the help of hardworking volunteers. Two noteworthy volunteers are Cyndy Borcich and Don Bates. Mrs. Borcich is the "V" Team field trip coordinator and was responsible for many of the above field trips and other special events. Mr. Bates is the fund raising coordinator and volunteered countless hours organizing events which raised over \$7,000. 1995 fundraisers include:

- A tri-tip steak dinner at Dugdale's Off-ramp.
- A steak dinner at the Swiss Buddha. Custom "V" Team supporter shirts and hats were sold. Capitol Embroidery provided clothing at cost.
- A rib dinner was held at the Walnut Room. A drawing raised additional funds.
- A tri-tip steak dinner at the Monte Carlo Club.
- A golf tournament at the Oakmore Golf Course. A \$100 sponsorship for each of the 18 holes was donated by local businesses.
- A chicken dinner and raffle at Goemans. Dozens of prizes were donated by more than 20 Sacramento businesses.

- Members of the 'V' Team raised approx. \$1,000 for their entry fee into the annual Cal-McClatchy 24 Hour Relay ChaUenge. Incidentally, their 10-person team won the "most miles" award for the second year in a row.
- The Land Park Community Association raised over \$2,000 by connecting donations from their membership and local businesses. This money was used to purchase three complete Apple computer systems and a printer for the team.

Response - The Health and Education Center

This was the largest long-term mobilization effort of 1995. This grass roots effort was designed to bring adults and the Land Park community into the mobilization "grid." Horizontal movement between all ethnic groups, the surrounding community and area employees is the goal. The center facilitates and encourages feelings of community ownership. The resulting strong and cohesive neighborhood partnership is designed to thrive when the NPOs are gone. The center will focus on activities for the adults during the day and their children after school and at night.

During 1994, the NPOs received a statewide award from the Governor's Council of Physical Fitness. At that time Director John Cates recognized the NPOs as having a model youth program (the "V" Team). After discussing the proposed center, Mr. Cates offered help obtaining the weight equipment needed for the center. Soon after, SHRA graciously donated 1,000 square feet of space, which previously served as a shop maintenance facility for the location of the center.

According to studies reported by Mr. Cates, the discretionary time children have between school and the early evening is the most influential time. It is during this period that kids choose to either join a gang or participate in constructive activities. This choice determines the future path of a child.

Plans are being made to provide positive activities such as martial arts, boxing, street dance, weights and aerobic activities. Long-term staffing is being explored through Parks and Recreation, the Police Athletic League, the Boys and Girls Club and the

United Way. The "V" Team computers will ultimately be placed into the center to assist in tutoring and other after school programs.

The adult population of both communities primarily consists of unemployed single parents and their children. During school hours, the center will provide a place for adults at the top of the mobilization grid to meet, socialize and work out. With proper staffing they can also utilize the computers to learn job skills. The center will act as a catalyst for parents to discuss (move vertically) community issues with other parents. These discussions are the first step toward mobilization. The center will include aerobic and anaerobic equipment and daily aerobic classes. The center's location adjacent to the existing "Head Start" and childcare facilities is ideal. This may encourage increased participation in these programs as parents drop off their preschool and school children-

The resident councils of both New Helvetia and River Oaks have adopted this venture. They are now at the forefront of this endeavor. The community's needs and preferences for equipment and activities were established by a survey. Preliminary meetings have been held with residents, resident councils, representatives from the Land Park area and representatives from various unions volunteering labor and materials for the centers renovation.

Preliminary discussions with SHRA, "Head Start," the New Helvetia Service Center and the UCD Medical Center explored their participation and use of the facility. Their participation would insure these employees and residents interact. This interaction would not only improve relations between service providers and community members but would guarantee continuing interaction between communities stakeholders.

Response - Business Enterprise

Approximately two decades ago, the lives of the residents in Washington D.C.'s Killingsworth Complex changed dramatically. The catalyst for this change was resident Kimi Gray. She began motivating fellow residents to start their own businesses. Instead of the housing authority or the city providing garbage removal, grounds maintenance or sandblasting out graffiti, residents started their own private services.

Residents immediately found the service better and service revenue remained in their own pockets. These entrepreneurs felt a sense of pride and community ownership. The complex soon had its own convenience store, barbershop and a host of other businesses. Some profits were reinvested in the community in the form of resident employment and college scholarships for neighborhood youth. The residents ultimately assumed management of the complex, formed a corporation and purchased Killingsworth for \$1. Pride, a sense of accomplishment and a personal stake in the community overwhelmed past feelings of apathy.

The residents of New Helvetia and River Oaks need something to look forward to. These citizens need a reason to care about what goes on in their community. A sense of belonging and ownership is essential for long-lasting, positive change. The NPOs have had preliminary discussions with the regional director of the U. S. Department of Housing and Urban Development and SHRA administrators. Similar strategies to those implemented so successfully by Ms. Gray may be the spark needed to create a thriving community of enterprise and employment and repel the tradition of gangs and violence. These strategies may dovetail with the current and forecasted cuts in federal revenue and public assistance. The NPOs will continue to explore these options.

ASSESSMENT

Positive byproducts continue to emerge from the "V" Team and Health and Education Center. Both encourage and create positive role models for adults and children. In the case of the 'V' Team, not only are the NPOs role models for the younger children, but the parents who work with the children also become community leaders. Whether a community member likes or dislikes police intervention in his personal life, there is usually respect for the NPOs due to their positive interaction with the area youth. Planning for the center has produced more positive role models who have established vitality into the community while forging ahead in a positive direction.

Donations from the surrounding community to the "V" Team illustrate both community support and belief in this worthwhile program. Another

demonstration of outstanding community support and commitment comes from the Heald Institute of Technology. Heald donated 30 XT computers for the "V" Team's use. One Heald employee, Bruce Smith, took the extra step and volunteered several hours to set up the computers in the Neighborhood Police station.

Other resident activities indicate the community is moving toward mobilization. Both resident councils have stabilized and participation is increasing. More adults are getting involved in children's programs other than those initiated by their NPOs.

Assessment - Media - Sacramento Magazine

By April 1994, Sacramento Magazine's survey of 1,000 members of the Sacramento Association of Realtors resulted in the area being voted "Most Improved Neighborhood." "In terms of improving the quality of life in a neighborhood, the vote would have to go to the New Helvetia/River Oaks area, located south of Broadway near Miller Park. One of the major factors is the full time presence of two police officers who have taken an aggressive stance against crime, while also finding time to work with area youths."

Assessment - Community Perceptions

The NPOs realize the SARA problem-solving strategy is an ever-changing process. Police tactics must change as community perceptions change. A 1995 door-to-door survey assessed the tenants' relationship with their NPOs and their perceptions on crime. The survey was conducted in November 1995 by a volunteer from California State University, Sacramento with assistance from SPD cadets.

The results of the survey indicated the respondents like their neighborhood.

- 87 percent feel safe or somewhat safe.
- 86 percent feel crime has decrease of remained the same.
- 80 percent have never considered moving from the area.
- 84 percent are satisfied with their NPOs.

NPO interaction with their affluent Land Park partners suggests these high levels of satisfaction

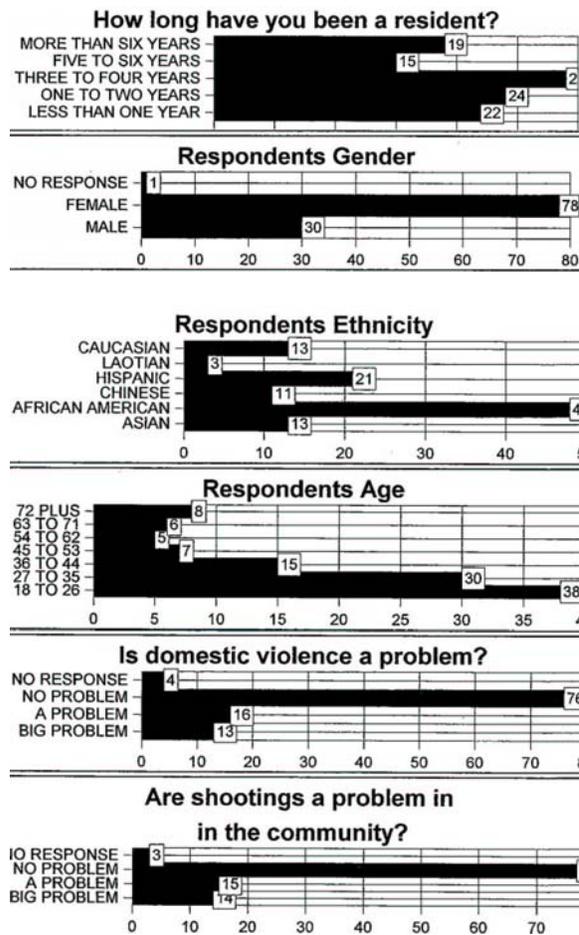
compare favorably with any Sacramento neighborhood. This level of satisfaction is staggering considering this neighborhood was overrun by violent crime only a short time ago.

That only 51 percent of the community knew their NPOs and only 30 percent stated they talked to them was, at first assessment, disappointing. Evaluation of these responses emphasized two points. First, the NPOs realized many of the residents are transient—42 percent of the occupants have lived in the community for two years or less and 69 percent had lived in the community for four years or less. Secondly, because the NPOs have worked swing and graveyard shifts for the last two years, new residents have not had the opportunity to meet them. The NPOs must periodically work daylight hours to rebuild resident partnership. They have adjusted their schedule accordingly.

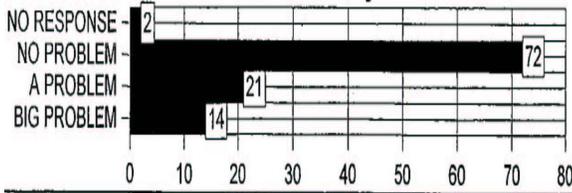
63 to 71 percent of the tenants did not think drug activity, vandalism, car theft, shootings, domestic violence, and strangers loitering at night are problems. The remaining 29 to 37 percent who felt these crimes were a big problem appeared somewhat high when compared to actual crime statistics.

This apparent contradiction is significant for two reasons. First, although the actual crime rate is relatively low, some residents believe crime remains a substantial problem. This could be attributed to the stigma surrounding life in the “projects.” This stigma was inadvertently perpetuated by the NPOs reporting successes to administrators, to the exclusion of the residents. Although failing to share this information with community members may be an obvious oversight in retrospect, it was not apparent until this survey and crime statistics were assessed. This oversight shoots at the heart of the Community Policing philosophy and the NPOs will correct it. This information will increase community satisfaction and facilitate continuing mobilization efforts.

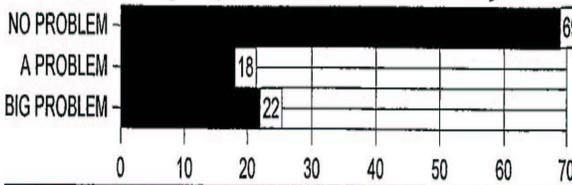
1995 RESIDENT SURVEY



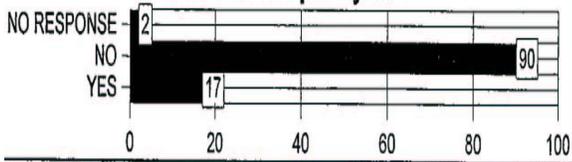
Is theft a problem in the community?



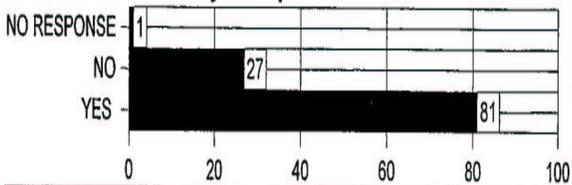
Are drugs a problem in the community?



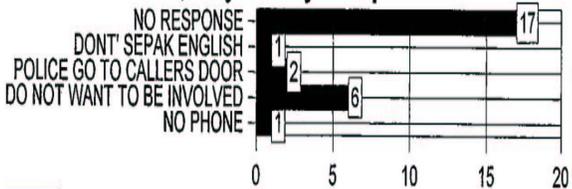
Have you been a victim of a violent crime in the past year?



Do you report crime?



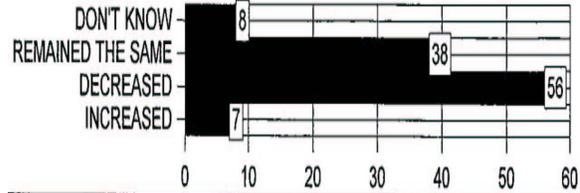
If not, why don't you report it?



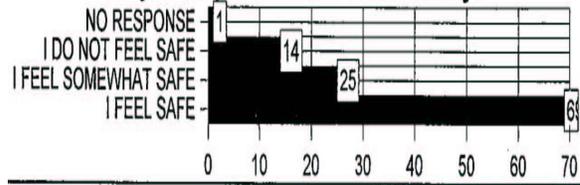
Have you considered moving from the community?



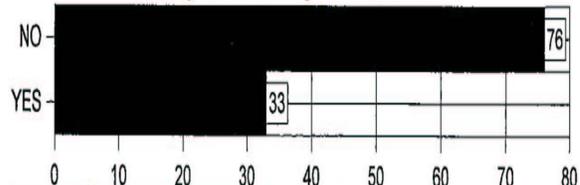
Do you feel crime has ...



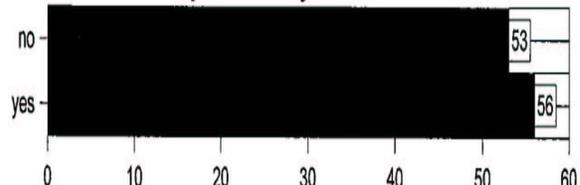
Do you feel safe in the community?



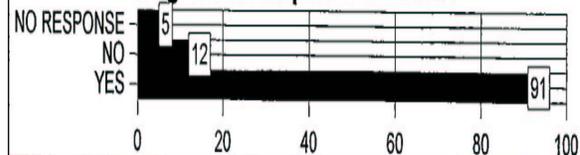
Do you talk to your NPO's?



Do you know your NPO's?



Are you satisfied with your neighborhood police officers?



CHAPTER III

SACRAMENTO POLICE DEPARTMENT PHILOSOPHY & ORGANIZATION

DEPARTMENT STRATEGY

The Sacramento Police Department began its transition to Community Oriented Policing in January 1991, when the City Council formally approved and funded one of the tactical arms of this style of law enforcement. The department has now embarked on a 10-year strategy to implement Community Oriented Policing in Sacramento. The City Council formally approved the additional strategies to be used in this process when it adopted and endorsed the department's 10-year strategic plan in August of 1993.

The strategic plan was developed with public input gathered during a series of 12 community forums attended by over 1,200 local residents, as well as numerous group meetings and private interviews with hundreds of business people, government agencies and special interest and neighborhood groups. Broad advertising of the forums was utilized as a means to solicit comprehensive community participation. At each forum, officers who regularly patrolled a particular area served as facilitators. The public then identified the safety issues that most concerned them and discussed how they should address those concerns. This process allowed the public to prioritize public safety needs. The Sacramento Police Department is committed to conducting these forums on a regular basis, identifying community concerns and allowing for changing community priorities and public evaluation of the department's performance.

Problem Oriented Policing was identified as a key tactical element of COP for the Sacramento Police Department and was implemented in the patrol division. Problem Oriented Policing uses an analytical process to address the underlying conditions that give rise to crime, the fear of crime and other social disorder. Problem solving focuses on major problem areas by targeting the cause of the repeated police calls to a particular area. The traditional law enforcement tactic would be to simply respond to each call for service and handle it individually, rather than work creatively to devise strategies to eliminate the need for return visits. POP was initiated in 1991. By 1994, over 600 separate POP projects had been initiated, with the patrol

officers themselves taking an active role in identifying the areas of concern. The Police Department is committed to the adoption of problem-solving strategies as a critical component of a department-wide Community Oriented Policing program. The City Council has supported the concept, which requires many city departments to join forces and resources to tackle the problem areas.

NEIGHBORHOOD RECLAMATION

Neighborhood reclamation as a component of COP is a multi-disciplinary strategy to reclaim and retain neighborhoods plagued by gang and drug activity through partnerships within both the public and private sector. Sacramento began its first neighborhood reclamation project in 1991 and by 1994 was operating nine. Each has had a significant effect in reducing crime and disorder in the areas in which they have been implemented. Crimes reported and calls for service declined almost immediately upon start-up of these programs.

The neighborhood reclamation strategy begins with the establishment of a community action team. The team consists of area residents who serve as advisors, who guide the deployment of both government and private resources in the area. After setting goals and establishing priorities, the reclamation effort begins with the assignment of Neighborhood Police Officers. Other available police resources are deployed into the areas to conduct an initial enforcement effort. This includes the department's Drug Enforcement Neighborhood Team, whose specific function is to support neighborhood officers in the area of drug enforcement. Meanwhile, the NPOs begin to mobilize the community into action and coordinate the response of other city departments and government services.

As narcotics and gang enforcement units saturate the area conducting traditional enforcement, the NPOs work with code enforcement officers, building inspectors, social workers, recreation directors, parole and probation officers, neighborhood youth and community group members to eradicate the conditions that provide an attractive environment for area criminals. Many find the step-up of traditional enforcement and the shutting down of drug houses enough to start moving criminals out of the neighborhood. After a period of about two months,

the officers assigned to additional enforcement are withdrawn, leaving the NPOs behind to continue to meet with the community action teams and to maintain the gains made.

The key to preventing backsliding is community mobilization. The people in project neighborhoods are drawn into the program at its initial planning stages through the formation of the community action teams. A project kickoff is conducted in a neighborhood park or community center. Residents get to meet not only the NPOs, but also the city officials and service providers they'll be contacting for help. They also get to meet their own neighbors, sometimes for the first time. Regularly scheduled events are held, such as neighborhood clean up days where residents and service providers work together to remove graffiti, pick up litter and make other physical improvements to the neighborhood.

The NPOs are the common thread that initially draws the people together, helping to foster a sense of community. The idea is to recognize the community's ability to face neighborhood problems and be part of the solutions. The joining of traditional and non-traditional community oriented policing strategies leads to varied programs tailored to the specific needs of each area. This flexibility recognizes the fact that each neighborhood is different, and each has the right to a program tailored to its own goals.

The selection of the initial neighborhoods to be targeted was based on a combination of public safety needs and availability of funding. The first site included two public housing complexes, River Oaks and New Helvetia that became the locations of open-air drug markets, assaults, homicides and other crimes. The operating agency for the River Oaks and New Helvetia areas, the Sacramento Housing and Redevelopment Agency, was able to fund the Neighborhood Police Officers to be assigned there at a first year cost of \$190,000. Community Advisory Teams were formed and reclamation strategy was initiated. NPOs utilizing POP strategies provide an important supplement to patrol officers who, due to calls for service, are not able to fully attend to the long-term problem solving needs of troubled neighborhoods.

ORGANIZATIONAL DECENTRALIZATION

Organizational decentralization is an important first step in the implementation of COP philosophy. In theory, this strategy states the line officer is given more responsibility and freedom to make decisions. Although this may appear easy, departments attempting to implement this strategy find this immense change difficult and the Sacramento Police Department is no exception. In a sense, this organizational change flips the traditional hierarchy upside down. Rather than administrators making all the decisions and ordering line officers to carry out those orders, patrol officers are given the responsibility to make necessary decisions. To effectively carry out this change, line officers must be able to communicate their activities to supervisors and supervisors must be able to trust patrol officers in their decision-making.

To quickly implement this strategy, the Sacramento Police Department placed the supervision responsibility for the first neighborhood policing effort on a patrol lieutenant rather than the normal patrol sergeant. This was an attempt to reduce the chain of command and improve communication with administration. In a typical law enforcement agency, a patrol sergeant tightly supervises a patrol officer. The sergeant gives direction and the patrol officer follows this direction with little discretion. In this case, the lieutenant in charge gave Officers Dieckmann and Bickel full responsibility for implementation of this new way of policing and the freedom to experiment with radical new ideas in policing. This subtle change in the hierarchy of the traditional police bureaucracy is a crucial first step and one, which many departments have not taken. This has contributed to the failure of some NPO programs.

As part of the agreement between the Sacramento Housing and Redevelopment Agency and S.P.D., Officers Dieckmann and Bickel were to receive a new patrol car exclusively for their use, as well as a budget for specialized training. As a newly assigned specialized unit, Officers Dieckmann and Bickel realized they did not want isolate themselves from their patrol partners, as they would be crucial partners essential to the program's success. To that end, the officers refused these special "perks" so they would not appear to be given preferential treatment. This decision was presented to their lieutenant who backed up their decision and they were not given the special equipment and training.

Although this first test on the SPD's commitment to organizational decentralization was a success, this change did cause some growing pains. As Officers Dieckmann and Bickel began working with the community, they were invited on a trip to ocean. Sacramento Parks and Recreation to celebrate the graduation of sixth- and eighth-grade children in the River Oaks and New Helvetia communities offered the trip. The NPOs felt this was a good opportunity to meet many of the children in the community in a non-threatening manner and establish a partnership with Sacramento's Department of Parks and Recreation.

The NPOs asked their lieutenant about the procedures to be followed on such a trip as this was an unconventional way of providing police service. The lieutenant, as well most of SPD's administration, was extremely hesitant to give permission for the trip. They were concerned with matters such as how could they justify paying law enforcement officers playing on the beach and how officers could carry the required gun while swimming. Officers Dieckmann and Bickel emphasized the original COP philosophy and the importance of organizational decentralization as an essential component for effective long-term problem solving. Additionally, the officers stressed the importance of beginning to form partnerships, which this trip would provide. Once the administrators agreed to the importance of the above, they agreed to let the NPOs go on the trip. This enlightened administration continues to grant them the authority and discretion essential to a successful COP program. These decisions are a crucial ingredient to a successful COP program.

Organizational decentralization can be realized in different forms. During the first year the NPOs began reaching out to other agencies and stakeholders to increase the resources available to community members. As the numbers of newly formed partnerships increased, so did the number of meetings that the NPOs were required to attend. Officer Dieckmann and Bickel felt that to affect long-term change regarding the paralyzing gang and narcotic activity, they needed to spend their time on the streets. After sharing these time allocation concerns with the lieutenant, the lieutenant filled in for the NPOs at numerous meetings. This radical new way supervising line officers by assisting them

in handling numerous meetings freed up the NPOs' schedule allowing them to spend essential hours on the streets of the community.

PHYSICAL DECENTRALIZATION

This second strategy makes NPOs more accessible to citizens by creating sub-stations or mini police stations within the communities they serve. This encourages positive and frequent interaction with community members. At the inception of this NPO program, SHRA provided one apartment/office in each of the low-income developments.

The selection and location of the apartments was important. Officers Dieckmann and Bickel specifically selected an apartment located directly adjacent to an intersection known by community members as "drug comer." This comer was infested with drug dealers, addicts, lookouts in the trees and gang members. The comer resembled a drive-thru restaurant for drugs. Additionally, the selected apartment also had a storied past. A notorious drug-dealing family had been recently evicted from it for violence. By selecting this particular apartment, the NPOs sent a strong message to both positive and negative community members that they were serious about combating drugs and gangs. This office was later affectionately known as "Fort Apache." The River Oaks office was centrally located in the middle of the complex to insure easy access to all the community members and SHRA employees.

Extra steps were taken by Officers Dieckmann and Bickel to insure that community members and district officers had access to the office, courtesy of SBRA. The NPOs received personal pagers and both offices were equipped with answering machines. Flyers were distributed to all residents with the office location and telephone numbers. Door-to-door contact was made with all residents, introducing the NPOs and insuring them that "their cops" could be contacted when needed.

To prevent being ostracized by beat cops because of their specialized work detail, the NPOs contacted them and informed them of the program and gave the officers a key to the office. The NPO office was organized to cater to any patrol officer wanting to use the facility. It was equipped with a bathroom, refrigerator with soft drinks, a computer with S.P.D.

report forms installed, a coffee maker and other miscellaneous equipment a field officer might need. This assisted in cultivating strong relationships with patrol officers. Even those who elected not to frequent the office seemed glad to have been included. Beat cop cooperation is essential to the success of any NPO program. The district officers are the NPOs' eyes and ears when Dieckmann and

Bickel are off duty. This is crucial considering the NPOs spend some 40 hours a week in the two complexes while district cars provide coverage 24 hours a day. A positive relationship with patrol facilitates two-way communication on criminal activity in the area. This communication results in unrelenting pressure and enforcement focused on the criminals causing the community the most harm.