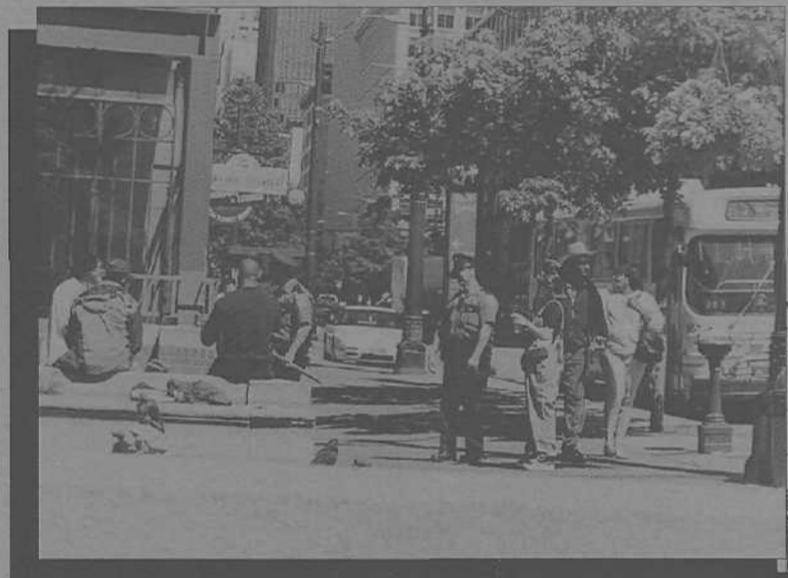


PROBLEM SOLVING CASE STUDIES



Seattle Police Department



U.S. Department of Justice
Office of Community Oriented
Policing Services



University of Washington

CASE STUDIES



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A NOTE ON METHODOLOGY

These seven case studies were prepared by Reneé Cunningham and Adam Vogt, graduate students in the Daniel Evans School of Public Affairs at the University of Washington, with the assistance of Jon Gerondale of the Community & Information Services Bureau, Seattle Police Department. They were selected from over one hundred problem solving efforts initially identified by Mr. Gerondale and presented for discussion with Ms. Cunningham, Mr. Vogt, Barbara Raymond of the Community & Information Services Bureau and Hubert Locke, Professor in the Evans School.

The efforts were screened to secure cases that would reflect the work of the Seattle police officers in all four precincts of the city. Situations were sought that would reflect the wide array of problems that officers confront in the course of their regular patrol duties, the opportunities to employ the department's problem solving approach that these problems present, and the core competencies that officers utilize in responding to these diverse situations. The department's mission, vision and core values are reflected in the manner in which these officers have sought to scan, analyze, respond and assess the problems in the seven case studies presented here.

Following discussion and agreement on the community situations that would be examined in greater detail, Ms. Cunningham and Mr. Vogt conducted extensive interviews with the officers, community representatives and, in some cases, other city agency personnel who were involved in each incident. Their narration of the incident and how the officer went about resolving it constitute the initial draft of the case study. The narrative drafts were further discussed by Ms. Cunningham, Mr. Vogt, Ms. Raymond, Mr. Gerondale and Professor Locke, who then edited the drafts for final review by Community & Information Services Bureau Director, Nancy McPherson.

Grateful appreciation is expressed to the men and women of the Seattle Police Department and the many citizens in the Seattle community whose diligent efforts help to make the city of Seattle "a place where all people live safely and without fear."

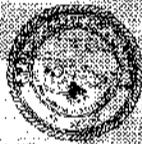
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PREFACE

Problem solving in policing is not an entirely new concept. Officers have always engaged in problem solving to some degree in their daily activities. What is new, however, are department-wide commitments to support problem solving activities and an increasing emphasis on identifying underlying conditions that give rise to incidents. Instead of informally engaging in problem solving as has been done in the past, current emphasis is being placed on developing formalized structures to support, encourage, and acknowledge problem solving efforts throughout police organizations.

The Seattle Police Department has taken a number of steps to more thoroughly incorporate problem solving into the department's organizational and operational philosophy. In addition to teaching each employee the basic problem solving model (SARA), new programs are being developed and instituted to (1) further implement problem solving and (2) alleviate potential organizational barriers to problem solving that might exist in the department. The following paragraphs describe a few of these programs.

Supervisors Problem Solving Sessions (SPSS) training was designed to (1) prepare supervisors to establish appropriate expectations of their employees regarding problem solving and (2) encourage their problem solving efforts. Through this training, which every supervisor in the department receives, supervisors are not only reacquainted with the fundamental principles of problem solving, but are also educated on ways to encourage and incorporate problem solving into daily activities, deal with internal squad conflicts that might arise when employees engage in problem solving, and manage employees who are initially reluctant or apprehensive about problem solving.

SeattleWatch, is an accountability model being utilized by SPD. The purpose of *SeattleWatch* is two-fold. First, it provides a systematic approach to making managers, and their subordinates, more accountable for identifying and addressing recurring problems that are occurring in their respective area of responsibility.

Second, *SeattleWatch* allows the opportunity for more interaction among various members of different bureaus and units to efficiently utilize resources and collectively develop solutions to community problems. Through these two goals of *SeattleWatch*, internal accountability increases, recognition of officer efforts improves and greater support of a problem solving mentality is adopted throughout the entire department.

Neighborhood Action Team Seattle (NATS) was created to help communities solve problems through inter-agency partnerships by bringing together line level employees to resolve crime, disorder and livability issues. NATS, which was established by a federal grant under the direction of the Seattle City Council, was developed to (1) encourage and support collaborative efforts among various public agencies when addressing community problems and (2) ensure that solutions were created that most efficiently utilized valuable city resources.

Finally, new field codes have been implemented to give officers more freedom to engage in problem solving activities and performance evaluations have been developed that acknowledge employees for their problem solving efforts. With the new field codes, officers are given the opportunity to log themselves to problem solving activities during their shift when they are not responding to 911 calls for service. With the new performance evaluations, core competencies are established that encourage and reward problem solving, teamwork and beat knowledge.

Through these and other programs, the Seattle Police Department is attempting to develop a culture that encourages a problem solving mentality. As the following case studies will demonstrate, problem solving is only limited by the creativity and imagination of the officers involved. However, to encourage problem solving, organizational structures must be in place to create an environment which gives officers the freedom and support to develop collaborative solutions to recurring community problems. Without these structures in place, it is difficult for problem solving to flourish and reach its maximum potential.

IISTROdUCTION

In this booklet you will find seven "case studies," from over 100 projects identified - concise accounts of situations encountered by Seattle police officers in the course of their day-to-day patrol duties. They are examples of the problems officers face routinely in every city across the nation. They represent, for the most part, the unglamorous side of policing—situations that do not quite rise to the level of serious crime but are sources of aggravation with which police have to deal. And they reflect aspects of the tasks that are most aggravating to policemen and policewomen—incidents of public disorder that do not constitute serious crimes but nevertheless require the attention of law enforcement, either because of the complaints of irate citizens or because they clearly offend community standards. They are aggravating primarily because they are repetitive; officers are likely to be called to the same location day after day to respond to essentially the same set of problems created often by the same offenders.

In recent years, American law enforcement has learned that situations of public disorder, if not addressed, can and frequently do become scenes of serious criminal activity. Loitering, panhandling, public inebriation and other obnoxious displays of substance abuse may or may not cross the boundaries of the law as far as sanctionable behavior is concerned. Nevertheless, these acts are perceived by a wary citizenry as signs of community disarray or public neglect that incline the law-abiding to avoid such areas and abandon the streets to the lawless. This contributes to a downward spiral of community decay that results in the "no-man's lands" which characterize vast stretches of a number of American cities.

Much attention has been drawn to those cities in which their police departments have taken a tough, sometimes harsh stance toward public disorder. However, a recent New York Times article entitled "Rethinking the Strong Arm of the Law" points out that community policing—often scorned by the get-tough approach—has resulted in reductions in crime that are often lower than in those cities where a hard-line stance is taken. New York, for example, has seen a 41 percent reduction in violent crime in the past ten years, but Fort Worth has had a 56 percent reduction in the same period. And while homicides in New York have declined by two-thirds from their record high in 1990, homicides have dropped in San Diego by three-fourths from their high in 1991. In city after city across the nation, police officials credit crime reductions to a number of factors. Among them is the increasing realization that citizens are allies in the fight against crime. "We learned long ago," says the deputy chief of Fort Wayne, Indiana, "that we can't do it all by ourselves."

An additional discovery in today's police work is the importance of taking preventative measures to combat community instability. Good police work places a premium on addressing situations before they get out of hand. The efforts described in these case studies, therefore, represent preventative policing. They constitute interventions in neighborhood and community situations which, if allowed to deteriorate further, would erode whatever stable resources exist and start or accelerate the slide toward decay and disorder.

Policing has learned two important things about this preventative process. First, it requires active collaboration with community resources - merchants, homeowners, religious leaders, neighborhood activists, agency directors, et. al. - in order to make a positive impact on negative neighborhood situations. Second, the earlier the intervention begins, the greater the likelihood of successful outcomes.

These case studies are examples of what a sample of Seattle police officers have experienced as they have gone about their normal patrol duties—responding to calls for service but applying principles of problem solving and preventative policing to situations that conventional methods of law enforcement simply do not affect. These are examples of the widely adopted maxim that professionals should learn to "work smarter, not harder" in responding to the demands for their services.

Finally, it must be stressed that these seven cases do not represent problems that have been "solved," either from the police or the community point of view. Seattle police officers who know the neighborhoods or locations that these studies describe may be inclined to view the studies with some cynicism, asking either "what's changed" or wondering "what's different." Those who know the Fortson Square location, for example, may feel that nothing has happened in the area that represents any discernible improvement.

In some instances, however, departmental records document a decrease in calls for service to these locations. In others, individual officers, when asked to reflect on the situations they have previously encountered and what they face currently at these locations, will describe a different atmosphere or more favorable environment than in the past.

What is of paramount importance is the acknowledgment by both police and community representatives that there is no longer a feeling of cynical hopelessness about the problems of public disorder and lawlessness that were present in these situations. These case studies represent, therefore, examples of community problems that were headaches for the police and aggravations for residents, shopkeepers and civic leaders—problems that now nearly everyone feels are being addressed and are not being ignored. That, in many ways, is a major gain for both the police and the community.

CASE STUDIES AND HOW TO USE THEM

This booklet and these cases are designed to be used in discussions among police officers. They are part of a time-honored tradition among professionals in general and police officers in particular - a tradition in which one learns new skills or discovers fresh insights from the experiences of colleagues who have tried different approaches to problem solving. Police officers, for generations, have swapped stories in the locker room or over a beer after their shifts about various incidents and situations they have encountered. Case studies try to build on this same technique - writing up the experiences of officers dealing with situations that nearly every officer can recognize as familiar, as discussion points in the search for better ways to resolve the unending demands for police services.

Case studies are meant to be frameworks for discussion. They do not present answers to problem situations in neighborhoods nor are they models of "how to do it" when officers confront similar circumstances. The cases reflect the constraints within which police officers constantly work, having to respond to calls for service with a limited amount of time to

address the problem, limited information with which to work, and a pervasive uncertainty about what might resolve or at least ameliorate the situation. These cases present problems that may seem simple and straight-forward. But if they were, the answers to them or the methods for resolving them would likely be quick and easy as well.

Actually, each case presents a complex, persistent and, in some circumstances, an ambiguous set of problems and relationships that require skilled analysis and response. In the Seattle Police Department, this process has been introduced as part of the problem-solving approach to policing in which officers are encouraged to scan locations, activities, or behaviors that come to police and/or community attention, to analyze or learn everything possible about the situation and its components, to develop a plan for addressing the situation or to respond in a manner that will eliminate or reduce the problem, reduce its harmful effects, or remove it from the police agenda (if it represents something that can be better handled by another agency), and finally to assess the effectiveness of the steps taken.

In examining and discussing the cases that follow, discussants will find it helpful if they try in advance to identify the key problems that the case presents. Not just the "police" problem, but the total range of community dysfunctions or maladies that are embedded in the narrative. Equally important is the identification of the resources available - both actual and potential resources - for framing a response to the problems. Resources can be found in the police department, in the neighborhoods in which the problems exist, and in other city agencies. The officer who is skilled in locating and mobilizing those resources as part of the problem-solving response is the officer who reduces the burden on him - or herself

by reducing the number of community complaints and the calls for police service.

Effective policing requires the capacity to tolerate a high degree of ambiguity. Police officers are constantly called on to make timely decisions or take action in situations in which they have incomplete information, face unclear problems and are not certain of the outcomes. Obviously, not every situation a police officer faces permits the leisure of applying the scanning - analysis - response - assessment model. In those circumstances where it is possible - incidents in which officers wish to avoid having to return to the same scene time and time again and deal with essentially the same disruptions, the scanning - analysis - response - assessment approach makes good, practical sense.

A methodological approach to problem-solving is one of the core values of the Seattle Police Department. The examination and rigorous discussion of these cases should aid officers in enhancing this core value in their work. And a city whose police and citizens work collaboratively and cooperatively in its neighborhoods to solve problems is a city where life is better for police and citizens alike.

Hubert Locke
Professor Emeritus
University of Washington
Seattle, Washington

INSTRUCTOR'S NOTES

Case studies are an aid to teaching. They provide accounts of situations encountered by officers of the Seattle Police Department in the course of routine patrol duties. These are incidents in which patrol officers have employed problem-solving techniques to deal with circumstances that produce repeated calls for service. The case studies, if properly used, will maximize opportunities for class participation to analyze and discuss these incidents and to improve their own problem-solving and decision-making skills.

Your role is to guide the discussion, to keep it lively and flowing smoothly, and to move it toward a productive conclusion. The following "pointers" may be helpful to you in achieving these objectives.

1. Keep the discussion focused. Make certain participants are addressing the problems posed in the case study. You may find it helpful to prepare two brief lists of questions - one which you can give participants in advance of the class session which focuses attention on the principal issues or problems you wish to emphasize in the class discussion. The other questions can be used in the class to draw out specific concerns or matters you think should not be overlooked.
2. Don't allow one or two people to dominate the discussion. Ask for the observations of participants who may be reluctant to speak up; try to ensure that everyone is engaged in the analysis of the incidents.
3. Remember your role is not to provide answers but to guide the participants toward sharpening their own ability at analysis and decision-making. In most instances, there are no "answers" to these problems; there are, however, opportunities to learn from the experiences of other officers who have been able to achieve objectives that are important both to them and the neighborhoods in which they serve.
4. Remember the language of these case studies; problem-solving, teamwork, building relationships. Try to use each opportunity that presents itself to emphasize these objectives and outcomes.
5. Try to not let the discussion become bogged down in details. The important discussion questions are "who" [e.g., who were the principal persons in the case? What were their roles?], and "why" [e.g., why did certain responses produce certain outcomes].
6. Encourage participants to think about what else they could have asked to learn more about the problem, as well as alternative approaches or responses that might have been used to address the problems. Make sure each participant provides reasons for thinking that alternatives they might suggest are likely to work.
7. Encourage the participants to think about resources that are both inside and outside of the Department on which they can draw for assistance in responding to patrol situations or circumstances that give rise to community complaints. Most of these cases involved collaboration with other city or other governmental agencies. In some instances, private agency collaboration was of critical importance.

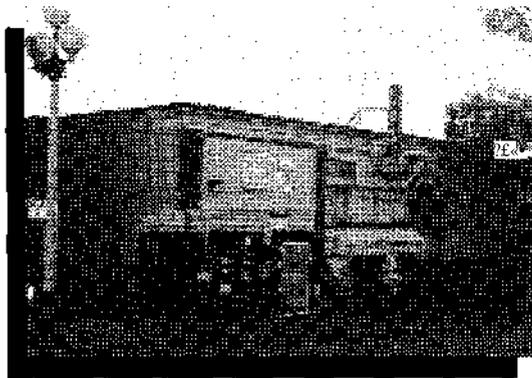


Sfad Road

The term "Skid Road" originated in downtown Seattle. In the late 19th century, a timber mill owned by Henry Yesler stood at the top of what is now First Hill. Once the timber was prepared for shipping, the logs were skidded down Mill Street, now known as Yesler Way, to the waterfront. Around the turn of the century the mill closed down. In the years following the mill's closure, the street became a haven for transients, alcoholics, and prostitutes. In time, the term "Skid Road" became defined as a neighborhood inhabited by people at the margins of society.

Today, Seattle's Skid Road remains in the area at the foot of Yesler Way. The homeless, the mentally ill, substance abusers, drug dealers and others at the fringe of society are drawn to this neighborhood by government services, human service agencies and low-income housing providers. Within a four-block by two-block swath of downtown nearly 2,000 homeless, formerly homeless and/or mentally ill individuals are

served daily by housing programs, shelters and soup kitchens. The neighborhood nearby is also home to the King County Courthouse, the City of Seattle's Public Safety Building, the Seattle Police Department, a handful of convenience stores and small businesses, and several upscale office buildings. This mix of agencies and organizations in the neighborhood brings together a diverse range of people. Lawyers, government employees, downtown office workers, small business owners and human service providers occupy the streets alongside transients, substance abusers, and the mentally ill. A bus stop on the west side of Third Avenue between James Street and Yesler Way accommodates 2,000 Metro riders daily. The stop, situated in front of the Downtown Emergency Service Center (DESC), a homeless shelter, is used by shelter residents and King County Councilmembers alike.



City of Seattle

500 Block and 3rd Ave



0 500 1000
FEET

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-  **A**
500 Block & 3rd Ave
Drugs, loitering, drinking
-  **B**
City Park
Drug activity, public drinking
-  **C**
Fortson Square
Drug activity, public drinking
-  **D**
Occidental Park
Drugs, loitering, drinking

At times, this diversity does not mix well. Professionals in the neighborhood often feel intimidated by the groups of transients or drug sellers that congregate in certain areas. Similarly, the more fragile homeless and mentally ill are often preyed upon by the drug dealers and users. According to several police officers, the homeless and mentally ill are at the greatest risk to be victims of crime in this downtown corridor.

This modern "Skid Road" extends from the north at Cherry Street to South Washington Street, and east to west from Fourth Avenue to Second Avenue. The northern border of the area is occupied by the Public Safety Building which houses the West Precinct of the Seattle Police Department and the Seattle Municipal Court. On the west side of the street stand two apartment buildings largely serving formerly homeless residents, three eateries, and a bail/bonds company. Around the corner on James Street are the offices of the Downtown Emergency Service Center's mental health program, an office building, a barber shop, and two small restaurants.

One block south lies the King County Courthouse on the east side of Third Avenue. South of the Courthouse sits City Hall Park. Across the street there is a tavern, a restaurant, a convenience store, the entrance to the Downtown Emergency Service Center, a low-income housing program, a check-cashing business, and a plaza surrounding a stairwell leading to the Pioneer Square Bus Tunnel Station.

Yesler Way flanks the park and the bus tunnel station. At the intersection of Yesler and Third Avenue, Third splits into two streets: Prefontaine Place South and Third Avenue South. The block of Prefontaine South is home to an office building on its east side standing

across from a dilapidated and partially abandoned triangular building inhabited by several restaurants, small businesses and human service programs. Third Avenue South from Yesler Way to South Washington Street is occupied by the Frye Hotel, housing low-income residents, and a small office building. On the east side of Third South is the back of the decaying office building on Prefontaine.

Next to the Frye Hotel on Yesler Way one finds a small restaurant the Campbell-Fuller Building, a grocery store, and Fortson Square. Fortson Square is a small, triangular segment of the block bordered by Second and Yesler. The basement of the Campbell-Fuller Building houses the Lazarus Center, a day shelter for homeless men and women over age 50 serving more than 300 people daily. Above the Lazarus Center are the Harbor Lofts apartments and the Leroy Helms Center. The Harbor Lofts is a low-cost apartment building for artists. The Helms Center is a drug and alcohol treatment program operated by the Central Seattle Recovery Center.

The final segment of the area runs from South Washington Street to South Main Street between Fourth Avenue South and Second Avenue Extension South. Within this two-block stretch there are a handful of small office buildings, the Union Gospel Mission shelter serving over 400 homeless men daily, and the Union Hotel, a housing program for formerly homeless and/or mentally ill people.

The neighborhood has a long history of sheltering individuals at the margins of society. From its early Skid Road days through today, its residents come from all over Washington state and around the country. Bill Hobson, the Executive Director of the Downtown Emergency Service Center, notes that people are drawn to the area because of the anonymity of a large city.

Hobson contends that someone from a small town in rural Washington with a mental illness will have a difficult time functioning in a rural area. Such a person is likely to gravitate to a large city.

A rough estimate of the daily number of clients served by human service agencies in the neighborhood is 2,000. Many of these 2,000 individuals are grappling with mental illness, substance abuse, and a range of other social problems. At times, this population alone can create an uncomfortable environment in this section of downtown Seattle. However, these individuals are not the only cause of the neighborhood's disorder. In recent years, narcotics sellers and gang members have found the area to be a comfortable place to partake in illicit behavior. Drug dealers and others prey upon the homeless and transient populations by luring them into drug addiction and, on occasion, robbing them. Additionally, on weekends live entertainment in the area draws hordes of young people who consume large quantities of alcohol at nearby bars and clubs in Pioneer Square. This weekend revelry adds to the already-potent mix of disorder in downtown Seattle.

PROBLEM AREAS

These factors have created four main problem areas for criminal activity in this stretch of downtown Seattle: (1) the 500 block of Third Avenue; (2) City Hall Park; (3) the sidewalk in front of the Campbell-Fuller Grocery Store; and (4) Fortson Square.

The chief problem area in the neighborhood is the west side of the 500 block of Third Avenue — the block which contains a tavern, a convenience store, the shelter entrance, a low-income housing program, a check-cashing store and the small plaza surrounding the bus tunnel entrance. The tavern, Spins, is notorious for catering to chronic substance

abusers. Meanwhile, the convenience store earns much of its income from alcohol sales to the neighborhood's alcoholics and addicts. The shelter, DESC, serves approximately 500 people daily, 200 of whom reside in the shelter at night. Further down the street is the entrance to the Morrison Hotel, a housing program serving nearly 200 formerly homeless residents. The last business at the south end of the block is Check-Mart, a check-cashing business utilized mainly by low-income individuals. At the end of the block is a plaza with an inactive fountain and a covered stairwell leading to the Pioneer Square Bus Tunnel. Extending nearly two-thirds of the length of the block is a Metro bus zone. Alongside part of the bus zone, a shelter protects Metro patrons from inclement weather.

Throughout this block and at virtually all hours, groups of people congregate. Some are waiting for the bus. Others are awaiting services at nearby human service agencies. Many though, are involved in illegal activities. Young men, women, and even children can be found regularly selling drugs in this area. Alcoholics will gather to share a brown bag wrapped around cheap, potent booze. Drug addicts will amble about looking for a fix. These circumstances create an unruly, intimidating atmosphere for pedestrians.

An additional major hotspot for crime in the neighborhood is City Hall Park. The Park is one of the few open areas in this section of downtown Seattle. Much of the year, but particularly during warm weather, it attracts dozens of transients and drug dealers. Throughout the day, large groups of people gather in the park to relax, drink booze or buy and sell drugs.

Nearby, the Campbell-Fuller Grocery Store on Yesler Way caters almost exclusively to alcoholics and drug addicts. The store is infamous for selling alcohol to already-intoxicated patrons. As this crowd is drawn to the store by its lax alcohol sales policies, the sidewalk in front of the store has become another gathering place for the neighborhood's substance abusers.

Around the corner to the west of the Campbell-Fuller Grocery lies Fortson Square. The Square has long been a haven for substance abuse and disorder. Several years ago, it was not uncommon to see a group of addicts assembled around a crack pipe in broad daylight. This behavior reflected the recklessness with which some of the neighborhood's denizens conducted themselves.

THE NEIGHBORHOOD RESPONDS

By the mid-1990s, crime and disorder had claimed the identity of the neighborhood surrounding Third and Yesler. It was these conditions that brought together a coalition of police officers, government agencies, human service providers, business owners and residents to address some of the lingering problems in the area. The group, known as the Third Avenue Task Force, met regularly to consider methods to reduce the disorder prevalent in the neighborhood. In 1997, another neighborhood group, the Fortson Square Steering Committee, began to consider similar measures to improve the area. The Seattle Police Department, recognizing the duplicative efforts of the groups, brought them together in the summer of 1997 to form the Third Avenue Task Force/Fortson Square Steering Committee.

The Third Avenue Task Force/Fortson Square Steering Committee is comprised of over 60 representatives of community groups, public agencies, private companies, and human service providers. The group meets on a monthly basis to discuss an abundance of issues affecting the neighborhood. While their focus is to improve public safety, they undertake this task through a range of efforts including the promotion of redevelopment in the neighborhood, consulting with businesses and agencies about their practices, and advocating for changes in the neighborhood's physical design.

Many members of the group were stirred into action because of personal safety concerns. Others viewed the neighborhood's deterioration as a blight on one of the main links between Pioneer Square and Downtown. Ellie Schroeder of the Samis Foundation was alarmed by the neighborhood's "permissive attitude" about uncivil behavior. She became active in the Task Force/Steering Committee in its early stages asserting, "The perception of what is acceptable in Pioneer Square has to be changed."

Cary Atlas, the chair of the Task Force/Steering Committee, wanted to make significant changes in the physical design of Fortson Square. However, Atlas recognized that:

"We can go ahead and redesign the physical space, but if we don't address some other issues like land use, pedestrian traffic flow, and raising standards of civility and behavior, that all we were going to do is create a much prettier place for the same kind of illegal activities. Until about a year ago, it (Fortson Square) was an open-air drug market 24 hours a day, seven days a week."

As the Task Force/Steering Committee members represent a wide range of organizations within the area, they also present different views of what the problem is and how to solve it. These competing interests and perspectives have, on occasion, created

divisions among committee members. Much of the tension exists between human service providers and developers. The human service providers want a neighborhood that is not hostile to their clientele. Meanwhile, real estate owners and developers want property values to increase. These interests clash routinely. Yet with the help of the Seattle Police Department and several local political leaders, the members have maintained a good working relationship.

Prior to the creation of the Task Force/Steering Committee, the primary role of the police was to bring the various organizations together to discuss problems in the neighborhood. For many years, individuals would present complaints to the police, the police would take certain measures to address these complaints, and conditions would temporarily improve. Invariably, though, lasting changes could not be made because no unified effort on the part of the community existed.

Thus, the group set out to establish a set of priorities that could be worked on collaboratively. In late 1997, the group developed seventeen initiatives to be undertaken. The initiatives included: the creation of a courtesy patrol of DESC staff that would monitor several problem areas; heightened enforcement efforts by the Police Department in the corridor; the redevelopment of several properties in the neighborhood; the development of an integrated approach to human service delivery in downtown Seattle; removal of the bus shelter in front of 509 Third Avenue; and increased monitoring of businesses that sell alcohol in the neighborhood.

CHANGES IN THE NEIGHBORHOOD

To date, many of these efforts have been successful. While the neighborhood remains rife with crime and

uncivil behavior, the overall level of disorder has diminished significantly.

The most successful product of the group has been the creation of the Downtown Emergency Service Center's Courtesy Patrol. The Courtesy Patrol, or Red Hat Patrol, is a group of three staff members who walk the 500 block of Third Avenue during the daytime. Their duties are to discourage illegal activity or uncivil behavior within the block. If someone on the block is demonstrating such behavior, the Red Hat Patrol staff encourages him/her to go elsewhere. Individuals and groups are confronted in a respectful manner both to avoid conflict and to reflect DESC's commitment to helping people. Patrol staff also provide information and referral to individuals needing assistance from human service agencies.

Fortson Square has also undergone many changes. For years, the Square was a decaying plaza that regularly served as a gathering place for substance abusers. However, the Task Force/Steering Committee decided to raise money for the redevelopment of the area. Today, Fortson Square has changed dramatically: the Square's shrubs which hid much illegal activity have been trimmed down; the Campbell-Fuller Building bordering the park has been repainted; and crowds rarely gather in the area. In the summer of 1999, major changes are planned for the Square. Designers will develop a plot of land that displays images of Seattle in the early 20th century. Cobblestone sidewalks, historic street lamps and displays about the history of the city will mark the revitalized Fortson Square.

A major legislative endeavor that has grown partially out of the Third Avenue/Fortson Square project is the Chronic Public Inebriates Initiative. The Initiative is a comprehensive effort by the King County

government to address the recurring problems caused by substance abuse. The Initiative aims to link the courts, alcohol and drug treatment providers, and the mental health system to more appropriately address the issues confronting chronic substance abusers. One of its objectives is to pass legislation that would designate certain neighborhoods as "alcohol impact areas." Such areas would be defined as neighborhoods in which substance abuse is prevalent. Stores selling cheap, potent alcohol in these areas would then be subject to strict monitoring by the Washington State Liquor Control Board.

In 1998, the Central Seattle Recovery Center opened the Leroy Helms Center, an outpatient drug and alcohol treatment program in Fortson Square. Several community groups, including the Task Force/Steering Committee, were uneasy about another human service agency opening in the neighborhood. To address this, the Pioneer Square Community Council entered into a "Good Neighbor Agreement" with the Helms Center. The Agreement was the first of its kind in the United States—a human service provider forming an alliance with a community group to develop operating procedures and policies that both sides support.

The Agreement was designed, in part, to "help maintain and enhance the public safety, livability and economic vitality of the Pioneer Square Community, including its Fortson Square area." The agreement has been one of many innovative tactics that the Third Avenue Task Force/Fortson Square Steering Committee has used to create a more collaborative community.

The efforts of the Task Force/Steering Committee have spawned an abundance of other projects within the neighborhood. Among them are lighting improvements throughout the area, the temporary blocking of the alley behind DESC for construction (permanent closure is being considered), the formation of the Pioneer Square Safety Team, and heightened police enforcement in downtown Seattle.

Several efforts of Crime Prevention through Environmental Design (CPTED) have yielded positive results. Lighting improvements, minor alterations to the physical design of certain areas, and the posting of barriers have created an environment that discourages uncivil behavior. The evening jaunts of the Pioneer Square Safety Team, a group of residents who walk through the neighborhood twice weekly to discourage criminal activity, have made substance abusers and drug traffickers uneasy. Additionally, heightened police enforcement efforts in specific areas have curbed the community's disorder. In City Hall Park, for example, the police consistently enforce an ordinance that prohibits uncivil behavior within city parks. Violators are initially prohibited from returning to the scene of the misconduct for one week. If the uncivil behavior recurs, violators are expelled from the park for successively longer periods of time. This has been an effective tool in discouraging public drunkenness and disorder within and around the park.

The Seattle Police Department has long been vexed by the disorder in this downtown corridor, but with the support of the Task Force/Steering Committee, they have been assisted in tackling the long-standing problems of the area. In turn, the police have increased their attention to the neighborhood. Sending out the same teams of officers daily to discourage criminal activity and uncivil behavior has

enabled officers to familiarize themselves with the area, its residents, and its trouble spots. As these officers have studied the neighborhood, simultaneously they have learned how to minimize crime.

FUTURE EFFORTS

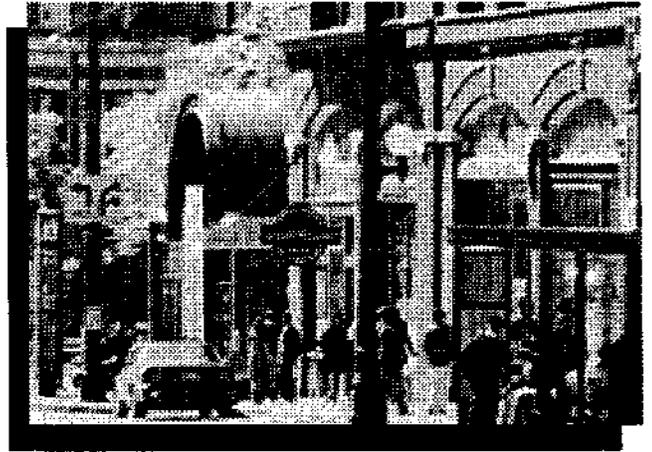
Pending improvements for the neighborhood include removal of the bus shelter on Third Avenue between James and Yesler, expansion of the Courtesy Patrol's beat, and the imminent passage of laws prohibiting the sale of cheap, potent alcohol by the neighborhood's convenience stores. The committee has sought removal of the bus shelter because it is viewed as a cover for illegitimate users of the area. At present, disorderly people can partake in uncivil behavior under the guise of awaiting a bus. The committee expects this to diminish as police are able to confront individuals who will no longer be able to inhabit the bus shelter.

Other changes for the neighborhood are planned. The Samis Land Foundation will continue to redevelop buildings to promote more legitimate use of the area in downtown Seattle. Redesign of the streets and walkways outside the King County Courthouse is expected in the near future. Finally, Safeco Field and the new football stadium will assuredly impact the neighborhood.

BROADER IMPLICATIONS

The Task Force/Steering Committee has had much success in reducing the disorder in this corridor of downtown Seattle. Its greatest success, however, has been the establishment of an ongoing dialogue between a multitude of vastly different groups—the true stakeholders in the neighborhood. The project has been a genuine collaboration by the police and

other public agencies, private companies, human service providers, and residents of downtown. This approach has influenced policies that affect the entire city and county. As Donald Lachman of the Chronic Public Inebriates Initiative stated, "The group's impact has expanded well beyond this neighborhood." Serving both as a model for other community groups concerned about public safety and as an advocate for widespread community change, the Third Avenue Task Force/Fortson Square Steering Committee has been an effective force in reducing crime and uncivil behavior in downtown Seattle.





On the southeast corner of 5th and Jackson, a sign announces, "Welcome to Chinatown International District." Below the sign, several businesses share a common entrance - Crystal Aquarium and Video City. Next to Crystal Aquarium, a small office building adjoins the Maxang Deli. Beside the deli lies the Union Station Market, a "mom and pop" convenience store. Abutting the market is an alley bordered by the International District branch of Seafirst Bank. It was the combination of businesses, services and the physical designs of this section of 5th and Jackson that created an atmosphere ripe for crime and disorder.

5 TH AND JACKSON

For years, the southeast corner of 5th and Jackson was notorious for the chronic alcoholics, drug addicts, and drug dealers that congregated there. Residents of the area, business owners, downtown workers, and fans of the Mariners and Seahawks braced themselves for the walk through this gateway to Seattle's Chinatown/International District. The ever-present panhandlers, the stumbling alcoholics, and the intimidating gang members made most encounters at the intersection unnerving.

The intersection lies in a well-traveled area. On the southwest corner sits a large plaza leading to the entrance of the International District Bus Tunnel Station. Flanking the bus tunnel plaza is the historic Union Station. To the northwest is a parking lot, a plot of grass, and the final trolley stop for the Waterfront Streetcar. At the northeast corner of the intersection a parking lot is situated next to two restaurants, the East Win and the Yoshinobo.

Until the summer of 1997, a Metro bus shelter and stop were located in front of the Union Station

Market. Several feet away from the shelter stood a pay phone. At that time it was common practice for alcoholics and addicts to purchase the fortified wines and malt liquors that were sold for pocket change at the store. These individuals would then use the bus shelter as a gathering place to consume their beverages and take cover from the rain.

The alcoholics and addicts who regularly convened there, in turn, attracted many drug dealers to the intersection. On this block, the dealers had an assembly of clients, a pay phone that received incoming calls, and an alley that provided cover for their drug transactions. By the middle 1990s, an atmosphere of crime and disorder came to dominate the area around 5th and Jackson.

In the early 1990s, several community members in the International District, including Michael Yee from the Seattle Chinatown International District Preservation and Development Authority (SCIDPDA), decided they wanted more frequent dialogue with officers of the Seattle Police Department. They set up monthly meetings with the police that provided a forum to discuss various public safety concerns that confronted the area. While these meetings benefited both sides in identifying problems, the lack of a formal structure made it difficult for the group to mobilize towards solving a pressing issue. Then, in 1995, Mr. Yee wrote a grant to the Local Initiatives Support Corporation* that created the Community Action Partnership (CAP).

The mission of the Community Action Partnership is to promote public safety through economic development. The group is comprised of residents, business owners, representatives of government agencies, and police officers. In late 1995 the members started convening regularly to identify public safety concerns and to develop action plans to address these concerns. With the formal structure that CAP provided, the group was poised to tackle some of the crime in the International District.

When Officer Tom Doran, a member of CAP and a six-year veteran of the International District beat, was introduced to structured problem solving in police work, he found it similar to what he had been doing informally for years. He welcomed using a problem-oriented model because it was "...something that gave some sort of structure to our efforts." Officer Doran believed this structure would help the members of CAP to develop long-term solutions to the problems of the District. In early 1996, the members of CAP joined Officer Tom Doran in attending a training session on problem solving.

Equipped with the necessary training, CAP was anxious to address a number of recurring problems: the transient camps in "the Jungle" under Interstate 5; the scattered restaurants and bars that violated underage drinking laws and fostered an environment for juvenile crime; and the narcotics sales, vice and public drunkenness that plagued several sections of the neighborhood.

CAP wanted to tackle all of these problems, but the members recognized the importance of maintaining a limited scope for their first project. They set out to identify a recurring problem of concern to the police and community—one of manageable size on which they could focus their efforts. The illegal activities at 5th and Jackson had been a nagging problem within the District for years. Mr. Yee of SCIDPDA noted that the intersection had "the dynamics of public drunkenness, drug-dealing, and...an atmosphere that was very intimidating." Officer Doran deemed the disorder at the intersection a "blight on the neighborhood," marring the gateway to the historic District. The members of the partnership further believed that the problem was site-driven, namely, that individuals gathered at this location because of the bus shelter's proximity to the convenience store, the pay phone, and the alley. With these dynamics in place, reducing the crime and disorder at 5th and Jackson was selected as the first Community Security Initiative of the Community Action Partnership.

Once the 5th and Jackson project was selected, community members and police voiced their thoughts about the underlying problems of the block. The group identified the bus shelter and stop as the major host of the intersection's disorder. Not only was the stop located near a store that sold, and likely over-sold, inexpensive alcohol, it was also one of the last stops in the Metro free-ride zone, resulting

* Local Initiatives Support Corporation (LISC) is a national organization that acts as financial intermediary by channeling support in the form of grants, investments and technical support to community development corporations (CDCS). For more information, please see the LISC web site at www.liscnet.org

in many transients exiting there. Even more crucial, the bus shelter itself acted as a cover for many illegal activities.

CAP members also identified the persons who were impacted by these illegal activities. Participants in the disorder consisted of resident and non-resident drug dealers and buyers, prostitutes, and transients. Younger in age than the majority of International District residents, these individuals intimidated many of the elderly people in the area. Victims were Metro riders, business owners, employees, and the community.

Once the key players were identified, CAP created a plan to address the problems presented by the 5th and Jackson site. The plan to reduce the disorder at the southeast corner of 5th and Jackson incorporated community action, enforcement efforts, and a Crime Prevention Through Environmental Design (CPTED) response.

The community action included in the plan an effort by community members to report to police the over-selling of alcohol by the Union Station Market. Roger Iwata of the Local Business Improvement Association agreed to have this organization clean up the area and offered to step up security patrols of 5th and Jackson during weekends.

Enforcement efforts were to be increased using a three-pronged approach. First, the police department would continue their saturation enforcement. Second, police officers currently moonlighting as security guards at the International District bus tunnel would periodically patrol the block of 5th and Jackson on foot, providing a consistent force on the street. Third, the beat officers would also increase their monitoring of the local businesses believed to be over-selling alcohol.

Though consisting of several steps, the primary focus of the CPTED response was to remove the bus shelter and ideally move the entire bus stop one block west to the front of the Metro bus tunnel plaza. In requesting this physical relocation, the police department and the community decided to make a joint approach to Metro. As a companion measure, the police department contacted U.S. West, the local phone company, and requested that the pay phone next to the bus shelter be prohibited from receiving incoming calls. Additional street lighting was also requested for the area near the stop. Officer Doran saw these CPTED efforts as the truly innovative part of the plan.

During the next several months, CAP worked diligently to meet the goals set forth for the 5th and Jackson project. Lighting was increased near the bus shelter and the phone service was modified to permit outgoing calls only. The businesses that over-sold alcohol were strongly pressured by the community and the police to halt their practices. But the bus shelter was not removed.

In an attempt to clear this hurdle, CAP invited Metro representatives to a meeting and formally requested removal of the bus shelter and stop from the intersection. Metro, however, expressed reluctance. It was concerned about setting a precedent for removing bus shelters any time the community felt they presented a problem.

CAP followed the meeting with numerous phone calls and letters to Metro requesting the shelter and stop's removal. Franco Fernandez of Metro's community relations office stated that Metro simultaneously was reviewing several of the bus routes running through the area. In an effort to reduce travel times, Metro was considering moving various

bus stops to new locations, including the stop at 5th and Jackson. When CAP learned this, members of the partnership heightened their pressure on Metro. Metro eventually agreed and set a date of May 31, 1997, to move the bus shelter and stop.

Officer Doran noted that this success "required the community and the police speaking in unison to another agency, Metro, saying, 'we want this done.' And then still being there a year later saying, 'we still want this done.'"

After completion of the 5th and Jackson project, Officer Doran and other CAP members reviewed the criteria they developed for assessing the success of the project. The goals identified were the reduction of transients, drug dealers, and buyers in the area, and a lower perception of fear among community residents. Due to known underreporting of incidents in the Chinatown/International District area, the measurement of these goals were to come from before-and-after photographs of the 5th and Jackson block, first-hand knowledge from the beat officers in the area, and response from the community. The group also identified possible displacement as an additional factor to be monitored by the police and community residents.

In the months following the removal of the bus stop, the transient, drug dealer and buyer populations were dramatically reduced along the 5th and Jackson corridor. Officer Tom Doran, Michael Yee and various local business owners agreed that the problem decreased significantly.

Officer Doran and his partner, Dave Sylvester, watched closely for displacement in the ensuing months. To their surprise, they did not see the same groups of people congregating in other areas

of their beat. In addition, movement to nearby areas such as the bus tunnel plaza did not appear to be occurring.

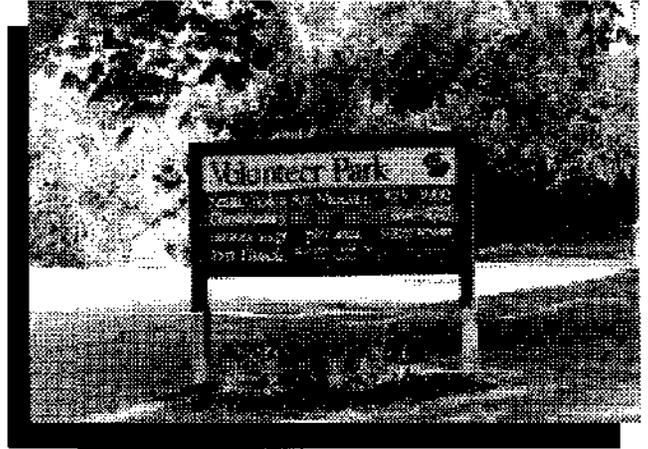
Officer Doran commented that the most amazing part of the project was the relatively small amount of time he spent working on it. "I don't know if I even spent a regular work week's worth of hours in meetings, writing letters and phone calls about this project, yet the amount of time spent there (at the intersection), after the CPTED portion was complete, was just slashed."

Today the area surrounding 5th and Jackson has changed dramatically. The old Union Station is being renovated. Nearby the new Mariners' baseball stadium occupies the Seattle skyline. The entire downtown core bordering the International District manifests the signs of urban renewal.

Meanwhile, the corner of 5th and Jackson remains relatively free of crime and disorder. Residents feel safer walking through the area in the evenings. Mariners' fans are more comfortable returning to their cars after baseball games. Downtown workers can walk to restaurants without being intimidated by assemblies of substance abusers and drug dealers. Businesses benefit from the more consumer-friendly atmosphere. Subsequently, the police are free to address other concerns in the District.

Over the past two decades illegal drug use, prostitution and lewd conduct in numerous inconspicuous areas have plagued the historic Volunteer Park in Seattle. Park users and area residents have been mortified to find IV-drug syringes and used condoms strewn throughout the park. Some have even encountered individuals in the acts of illegal drug use or sex in the bathrooms and bushes. After dusk, the continuous illegal activity has often made an evening stroll through the park an especially disturbing event for many patrons.

Volunteer Park is a beautifully designed and historically recognized open-space that provides a quiet refuge from the vast rows of houses that dominate the Capitol Hill area of central Seattle. At the park's entrance an observation tower looms over visitors. The tower also serves to control traffic flow along the main road, appropriately nicknamed the "loop road," which winds through the park. The main entrance, located in the center of the park, is the Asian Art Museum. It once housed the city's entire public art collection.



Across the road from the museum is a centrally located courtyard that provides both a frequent gathering area and viewpoint for park users. From here much of the park is visible, including the park's water reservoir, which dominates the south-west section. Gazing beyond the park and nearby neighborhoods, one can take in several stunning vistas. On a clear day Elliott Bay, surrounded by the Olympic Peninsula and Seattle skyline, is visible to the west. The Olympic Mountains provide a spectacular backdrop to the scene. In the opposite direction, the Cascade Mountains peek out from behind trees that are sparsely dispersed throughout the park's east side.

Continuing along the loop road, which nearly bisects the park in a north-south direction, there are large open areas on either side. To the west sits an amphitheater and adjoining restrooms. To the east there is an open area marked with trails and signs that identify surrounding vegetation. Following the road as it turns west past the Volunteer Park Conservatory and slopes downhill, there is a noticeable change in the landscape. The open spaces transition into areas crowded with dense, rarely pruned vegetation. This physical change provided the cover for much of the illegal activity that had been occurring at the park.

Looking at the geography of this (northwest) section, it becomes apparent why the criminal activity congregated in this area of the park. The overgrown vegetation on both sides of the road forms well hidden enclosures, which provide havens to drinking, drug use and illegal sex. A hill that extends from the east side of the road up to the amphitheater and the foundation of the reservoir acts to deter foot traffic from the rest of the park. The only incongruous features in this section are the tennis courts, which

are primarily used during the daytime and are mostly walled off by trees. Further contributing to the problems of this section is its ease of access. The road is wide, allowing vehicles to park without obstructing traffic. Expensive homes bordering the western-most edge of the park provide additional private and convenient entrances or exits to this area, as well as a "curtain" that filters out street and traffic light. The combination of isolated clumps of dense vegetation, steep hillside, ease of access, and lack of light create an area that is ripe for illegal activity.

The nationally renowned Olmsted brothers, who designed parks such as Central Park in New York City, also designed Volunteer Park. Today the park has an historical status as part of the Olmsted legacy. Volunteer Park is located in an affluent Seattle neighborhood, surrounded by homes valued in excess of one million dollars. The Capitol Hill neighborhood, which surrounds the park, has also diversified since the late 70s to include a community of gay men and lesbians. This trend has led to an underlying struggle over the notion of "ownership" of Volunteer Park. Various segments of the Capitol Hill neighborhood—including the sexual minorities community and neighborhood associations—have wanted to claim the park as their own. The charged and politicized nature of this struggle has historically made police wary of dealing with the underlying safety issues presented by Volunteer Park. However, within the last two years the Seattle Police Department has acted as a conduit of change, helping the diverse and often opposing communities find common ground in the pursuit of safety for all Volunteer Park visitors.

Perhaps the most active interest groups—the sexual minorities community and the West of the Park Neighborhood Association — viewed themselves as diametrically opposed. Much of the illegal sex in the park was perceived to be the offense of the gay community residing in Capitol Hill and in the city of Seattle. The area of Volunteer Park bordering the fence lines of the West of the Park Association's members was most notorious for the illegal sexual activity taking place in the park.

In late 1997 the problems in Volunteer Park had escalated to such a point that the West of the Park Association decided to hire private guards to patrol the fence line of the park's west end. Residents of homes flanking the park's western border were determined to end the illegal activities which were often in plain view from their homes. The Seattle Police Department (SPD) recognized that something needed to be done. Sergeant Paul Grady of the East Precinct initiated the formation of a task force to address the problems of public safety and disorder presented by Volunteer Park. The task force included officers from the Seattle Police Department, Capitol Hill residents and business owners, the Seattle Parks Department, Water Department, Seattle City Light, Asian Art Museum, West of the Park Association, sexual minorities groups and other neighborhood committees. The first Task Force meeting took place in January of 1998.

According to Sergeant Grady, initial meetings consisted largely of heated arguments between specific interest groups including neighborhood associations, the sexual minorities community, business owners from Capitol Hill, and other park users. He stated, "There was a wide range of people who wanted to adopt the park as their own. We had to keep a stable balance that the park is for everybody"

Educating the neighborhood associations and sexual minorities community proved to be most difficult.

During the course of an open dialogue addressing the array of problems affecting Volunteer Park, it was learned that over 30% of arrests for illegal sex included married individuals residing outside of Seattle. It also became clear that the sexual minorities representatives wanted Volunteer Park to be rid of illegal sex and the other criminal activity which was overwhelming the park. Sergeant Grady worked diligently with all involved parties to find a common ground where it could be realized that safety of the park was, in reality, the goal of everyone. Meetings continued to be held during the ensuing months and eventually they became an arena for productive discussion regarding options for improving the safety of Volunteer Park.

Among the expressed concerns, the areas covered by overgrown bushes and plant life in the west end of the park were identified as the primary sites for illegal activities. Other problem areas included the poorly lit bathrooms located near the amphitheater and the densely vegetated hill leading to the reservoir. The perpetrators of crime included prostitutes, solicitors of illegal sex, drug addicts and alcoholics. Their criminal behavior was affecting not only the neighborhood residents whose homes were bordering the park, but also legitimate park users from Capitol Hill and the greater Seattle area, and park officials who were responsible for the cleanliness of Volunteer Park.

In March of 1998 the Seattle Police Department held a training in Crime Prevention Through Environmental Design (CPTED). Sergeant Grady and other officers from the East Precinct identified Volunteer Park as their first CPTED project and

and invited the Parks Department to attend the training. The CPTED training provided a forum in which the park officials and police could work together to solve a a problem that was adversely affecting both agencies. Equipped with the necessary tools from the training, Sergeant Grady created a plan consisting of several recommendations for the Parks Department, designed to discourage illegal activity in Volunteer Park.

The first recommendation included improving the line of sight by cutting back the vegetation in the west side of the park, thereby landscaping it in a manner similar to the east side. Although the Parks Department is bound by Olmsted legacy restrictions, the pruning suggested by the Seattle Police Department was allowed. More significant changes, such as tree removal, could not be accepted without a public hearing because of the park's historical status.

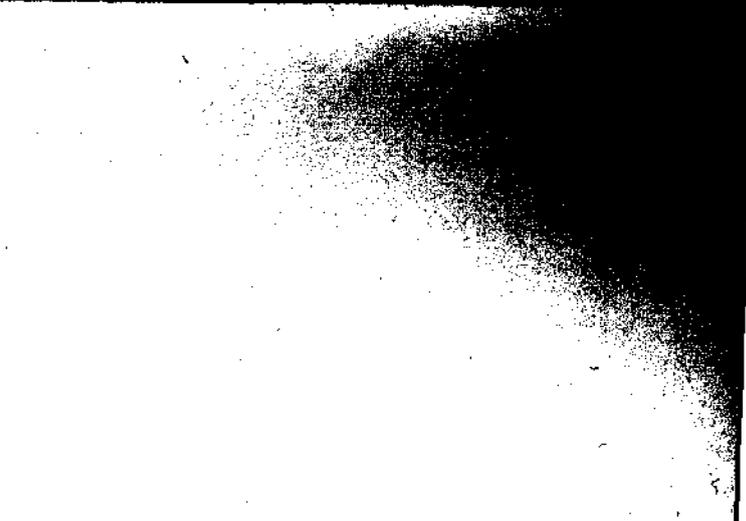
The second recommendation focused on enhancement of the lighting throughout the park, with an emphasis on the west side. The Parks Department, however, was not able to improve the lighting as suggested because of financial factors and restrictions of the Olmsted legacy. Facing this dilemma, Sergeant Grady met with Seattle City Light representatives and conducted a walk-through of the park. They were able to see that the west side of the park was in desperate need of light. Seattle City Light agreed to place lights on various city poles that already existed along the park's western border in an attempt to alleviate this problem. The increased lighting created a "shadow zone" that helped dissuade those attempting to hide in the darkness from doing so.

[REDACTED]

Thirdly, the Police Department recommended closing the west side restrooms, which provided a convenient setting for many illegal activities. The decrepit bathrooms were poorly lit, covered with grimy paint, often not working properly, and thus inviting to criminals. The Parks Department agreed to close the bathrooms until lighting could be improved and other upgrades made.

Increasing natural surveillance in the park was also included in the recommendations by Sergeant Grady. The two-fold natural surveillance strategy included increasing the line of sight throughout the park and encouraging more legitimate use of the park. By increasing the ease of sight and the number of law-abiding patrons, Volunteer Park would become less inviting to criminal behavior. The first element of the recommendation was to augment pruning throughout the park. The second aspect included suggestions to install a 12-foot-wide running path around the reservoir and benches at the southwest end of the reservoir. The police also recommended a 4-foot wrought iron fence to prevent illegitimate traffic flow on the hill. The final suggestion, designed to increase natural surveillance, was to put a nature walk with trails and vegetation markers through the west end of the park. The expectation was that these changes would encourage people to go into the western part of the park which, in turn, would decrease illegal activity. Unfortunately, the Parks Department was not able to fund the running path at the time. However, the benches were successfully installed.

Following formation of the plan, Sergeant Grady presented the recommendations to the task force and the Mayor of Seattle. Subsequent to ongoing meetings with the Parks Department, in June of 1998 improvements began to take place throughout the park. While the Parks Department has not been able to



follow all suggestions, the improvements made to date have resulted in dramatic reduction in criminal activity in the park.

The Seattle Parks Department and Seattle Police Department continue to work together to increase the safety of Volunteer Park. Carol Baker from the Parks Department noted, "It has actually been helpful to go out and hear from the police who are here at night as to what will help." The task force meetings have seen a decrease in number of attendees, but this is seen as a sign of success. Carol Baker and the Sergeant both remarked that the small number of attendees implies that the community is satisfied with changes implemented in Volunteer Park thus far. The West of the Park Association sent a letter to SPD expressing their gratitude for having the Police and Parks Departments listen to their concerns and take action to improve the park to the extent achieved to date.

The Parks Department has various plans for the continuing improvement of safety in the park. Though limited by the Olmsted legacy restrictions, the Parks Department is looking for creative ways to improve legitimate traffic flow, lighting, and line of sight in the west end of the park. Dramatic pruning in the west end of the park and on the hill below the reservoir is included in the 1999 summer plan. The department also hopes to include a path or a series of trails across the hill in order to increase the legitimate use of the reservoir and west end areas.

SPD has also been encouraging the development of a relationship between Volunteer Park and local schools. The fostering of this relationship would allow many educational opportunities for youth in the Seattle area, while increasing legitimate usage of the park.

Sergeant Grady feels there is a relationship with the Parks Department at this time. He noted that approximately every two months he noticed that another of the recommended alterations has been made. He acknowledged that the parks are not going to be able to complete all suggestions due to historical guidelines or financial restrictions.

Today, a walk through the park reveals evidence of improved safety. Drug paraphernalia and used condoms are no longer strewn about the bushes in the west end of the park. Visitors can be seen appreciating the panoramic views from the new benches near the reservoir. At dusk, legitimate park users are able to walk their dogs through the park without witnessing criminal behavior. While not a panacea, the efforts of the police, Parks Department, and the community, have resulted in a safer Volunteer Park for all to enjoy.

HOMELESS YOUTH IN SEATTLE

An estimated 500 youths and teen parents are homeless on Seattle streets each night. Seattle's temperate weather is often a refuge for homeless youths originating from throughout Washington and the Northwest. Due to the vibrant and multifarious nature of the U-District, many homeless youths are drawn to the area. Thus, many social agencies meant to provide services to homeless youths are located on and around University Way. The U-District has services ranging from shelters and drop-in centers to health clinics, needle exchanges, and mental health agencies. Streetlinks

is one such agency that provides services to homeless youths, ages 20 and under, in the University District. Streetlinks is a mobile unit, which provides hygiene items, food, clothing, and referral and transport to agencies and shelters. On Monday evenings Streetlinks also provides medical and dental services. Streetlinks operates from 8:00 p.m. to 1:00 a.m. seven days a week.

STREETLINKS

UNIVERSITY DISTRICT AND THE AVE

Seattle's University District, home to the University of Washington, is located in Northeast Seattle. The U-District is an eclectic neighborhood consisting of the University, residential areas, student housing, social service agencies, and businesses. Located in the heart of the U-District is University Way, commonly referred to as "The Ave," a vibrant street which caters to students and tourists as well as people who work and live there. The Ave is home to numerous restaurants and coffee shops, three banks, and a variety of retail stores, bookstores, second-hand and specialty shops. Most hours of the day and night, the Ave is lined with patrons of the local stores, students, street musicians, and homeless individuals. University Way is especially recognized as a gathering place for many of Seattle's homeless youth population.

THE **Problem**

In the summer of 1997, the Seattle Police Department began receiving an exorbitant number of complaints from business owners along the Ave who felt their patrons were being warded off by the homeless youths who were gathered in front of their stores. Taco Bell, an Italian restaurant, and a record store were the source of the bulk of complaints. The heightened problems seemed to occur around the times Streetlinks was parking along the Ave in front of Taco Bell.

Officer Strong, at the time a beat officer in the University District for over two years, worked diligently to communicate with the business owners along this main road. He explained that there was no legal action the police could take unless the youths were actually partaking in illegal behaviors. He noted that most of the calls regarding the youths were nuisance calls, not calls based on criminal behavior. He did reassure the proprietors that if the youths did choose to act illegally, he and the other police officers would act accordingly. Officer Strong also strove to build relationships with the youths who frequented the area. He encouraged them to put themselves in the shoes of the business owners by explaining the loss of money they were incurring. The youths attempted to spread themselves out along the Ave somewhat more sparsely. While the communication and education facilitated by Officer Strong helped to some degree, business owners were still losing customers during the Streetlinks service hours.

THE SOLUTION

Once the more specific problem regarding Streetlinks had been identified, Officer Strong inquired with the youths as to why they always congregated around Taco Bell. Most of the youths responded that they were in front of Taco Bell waiting for the Streetlinks van in order to get food, clothing, and other needed services. Within the course of a few days, Officer Strong asked the Streetlinks' employees why they parked at Taco Bell instead of a site further from such a busy section of University Way. The employees stated that they parked where the kids gathered, which happened to be in front of Taco Bell. By simply asking questions Officer Strong uncovered that "they (Streetlinks) were going there (Taco Bell) thinking that's where the kids were and the kids were waiting there thinking that was the only place Streetlinks went." Officer Strong thought that the answer could be as simple as finding a new location which the kids and Streetlinks would agree to meet, preferably a less densely traveled location on University Way.

He and his partner brainstormed possibilities and thought of the University Heights Community Center, located on the Ave just a few blocks north of Taco Bell. The Community Center had a parking lot adjacent to the northern side of the building he thought might work for all parties involved. During the next week Officer Strong contacted the Community Center and obtained permission to have the Streetlinks van park in their parking lot each night.

After Officer Strong checked with the kids to make sure they would continue to utilize the services offered by Streetlinks if the location was moved to the Community Center, he contacted Streetlinks and asked if they were willing to park at University

Heights Community Center. Streetlinks employees were hesitant at first. Officer Strong felt that they were ". . . thinking that we just want to corral them and keep an eye on them . . . they assume we are out here to chase the kids off, which is not what we are here to do." However, the youths often vouched for Officer Strong and his partner, which eventually served as a conduit to trust building between Streetlinks and the officers. Within a few weeks Streetlinks began parking at the Community Center parking lot and the youths went there to receive services.

OUTCOMES

Officer Strong identified three objectives he hoped to meet through the project involving Streetlinks. First, he realized it was vital that the Streetlinks van continue providing services to the youths in the U-District. He noted that Streetlinks "... is actually a good service for the kids. If they keep the kids healthy, it is good for everyone involved." He also hoped the business owners would feel satisfied with the solution while also understanding his limitations regarding legal action towards the youths whose behaviors were non-criminal. Finally, he wanted the youths to continue having their needs met by an accessible Streetlinks van.

Officer Strong stated that according to his assessment, the project was very successful in meeting the aforementioned objectives. Today, the youths continue to receive the services vital to their well-being at a convenient location. Tension between the police and Streetlinks employees has also lessened. The communication that came as a result of the project also served to ease the tension between some businesses and the youths by increasing their understanding of each other.

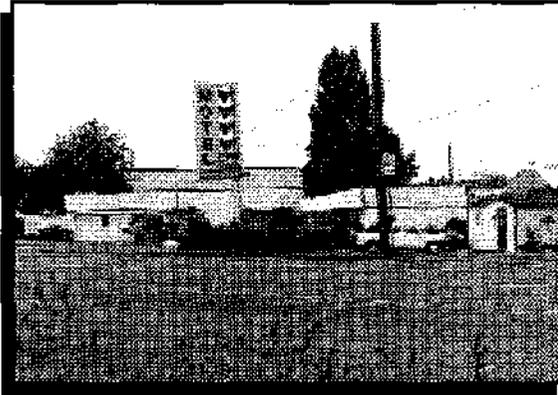
The business owners are also seeing more customers without as many complaints regarding the youths. The manager of Taco Bell stated that he has noticed a decrease in large groups of youth congregating outside of his restaurant as a result of Streetlinks' new location.

Officer Strong acknowledges that problems between the interests of social service agencies, homeless youths, businesses, and the police are not going to disappear. During recent months Streetlinks has begun frequenting the parking area near Taco Bell again. Officer Strong believes the move back to Taco Bell is most likely a sign of new staff working on the Streetlinks van. Fortunately, police have not been receiving complaints at a level that warrants any action at this time. Officer Strong feels confident that, if the level of complaints does increase, finding a solution will not be overly difficult. He noted that "we know what's been successful in the past and if it gets to the point where we need to do it again, it will work."

AERO MOTEL

GEORGETOWN

Throughout the early 1990s, Seattle police officers were presented with recurring problems stemming from crime-ridden, low-cost motels in the highly industrialized south Seattle neighborhood of Georgetown. Overwhelmed motel owners, drug dealers and addicts, prostitutes, alcoholics and often-corrupt motel managers contributed to the dynamics of crime in Georgetown. Seattle police officers were repeatedly called to motels along East Marginal Way for offenses ranging from drug dealing and prostitution to assaults including stabbings. The neighborhood of Georgetown was feeling the pressure of rising crime rates due to the increasing gentrification of downtown Seattle, which was pushing more illegal activity into the Georgetown community. Because of the growing concentration of criminal activity, legitimate motel customers had been mostly driven away from the area.



The Aero Motel is the southern-most motel in a string of five low-cost motels on East Marginal Vfeiy in this Seattle neighborhood. The motel has 15 units set in 4 clusters of buildings which make up two rows that face each other. The office is located

in the first building on the northern side. On the same block, an AM/PM convenience store and gas station lies in the adjacent northern lot. Directly behind the motel and convenience store lies a mixed neighborhood - including homes of widely varying economic worth. To the south and west of the Aero Motel, the neighborhood is more industrial. Abutting the southern border of the Aero Motel is the Boeing Field parking lot. Across East Marginal Way a large rail-shipping yard spans most of the view from the Aero Motel and the other motels along the four-block stretch. Proceeding north from the Aero Motel and adjacent AM/PM store, the next blocks include three decrepit low-cost motels, a laundry facility and several restaurants.

AERO MOTEL

On any given day, those who travel along East Marginal Way can see activity between the aforementioned motels. The motels have also historically rented rooms to a population of individuals who are partaking in criminal activity, without requiring ID or enforcing rules by which patrons are expected to abide. Chronic inebriants, drug users and dealers, prostitutes and those who cannot afford to stay anywhere else can be seen congregating around and between the motels. The close proximity of motels combined with the clientele make the traffic almost inevitable.

Due to the numerous dynamics at play in the early 1990s, police officers from the South Precinct were not strangers to the three-block area of East Marginal Way in Georgetown. While police frustrations over the unending problems coming from the area motels were rising, so were the community's. In 1994 the Georgetown Crime Prevention and Community Council wrote a letter to the Chief of Police explaining their concerns and urging the police to take action in the area in order to alleviate the criminal culture that was overwhelming this area in Georgetown.

*OFFICER DEIGACIO ANCS THE AERO MOTEL,
BuildiNG A RELATIONSHIP*

Officer Delgado, a veteran patrol officer at the time, had been working with the owners of the Aero Motel for quite sometime. The owners were a Korean couple who spoke little English. However, with diligence, Officer Delgado was able to communicate with them regarding the ongoing nature of the problems at their motel. He encouraged the couple to make changes in their business that would increase safety in the area while lessening the need for police intervention at the Aero Motel. The husband was not

very interested in making changes that might alleviate some of the criminal activity. Mostly due to her fear of many customers, the wife was more interested in adopting new practices. In 1995 the couple divorced and the wife retained ownership of the motel. It was at that time that Officer Delgado saw an opportunity and began more intensive communication with her.

He began by providing information that would assist in cleaning up the motel and optimally increase legitimate usage while deterring criminals from being the main clientele. During the next several months Officer Delgado communicated with her many times a week in hopes of convincing her of the necessity to make changes. At the same time police efforts were being more heavily targeted in the area including sting operations and increased patrol. By 1996 she decided to clean up her motel. Officer Delgado made the following four recommendations.

He first encouraged her to draft tenant rules. Prospective clients would be required to sign the tenant rules acknowledging that they understood and agreed to the expectations determined by the Aero Motel. Officer Delgado suggested the rules include guidelines such as: only two adult guests per room, no visitors unless approved by motel management, and no drug use or sales in the rooms. The signed list would also include a line which stated that if the rules were broken, motel guests would be evicted. If these guests refused to leave, police officers would be able to arrest them for trespassing.

The second suggestion from Officer Delgado was to keep an "86" list. The list was to include names of people whom the owner did not want to serve again. If a person on the list tried to rent a room at a later date, the owner or employees could refuse service.

Officer Delgado thirdly proposed that motel customers be required to show proper identification before being allowed to rent a room. Legitimate identification, such as a Washington State driver's license or military ID would be preferred. If the potential customer did not possess ID, Officer Delgado encouraged her to deny their patronage.

Finally, Officer Delgado felt that a Crime Prevention Through Environmental Design (CPTED) measure would be appropriate. He explained that the physical state of the motel was inviting to criminals. He advocated for new landscaping, interior and exterior paint and a fence to abut the three non-entrance sides of the motel property.

In making these recommendations to the business owner, Officer Delgado acknowledged that initially the motel would probably lose business. He explained that once her normal clientele realized that she would no longer accept criminal or even disruptive behavior in her establishment, they would be less likely to stay at the Aero Motel. He also noted, however, that with improved facilities she would eventually be able to raise her rates, thus offsetting some of the initial loss. The hotel owner was very concerned about this potential loss of income. She had reached a point, however, where she wanted to decrease and discourage illegitimate use of her motel.

IMPLEMENTING CHANGE

In 1996 the owner of the Aero Motel began implementing the suggestions made by Officer Delgado. By 1998 the majority of suggestions from Officer Delgado had been realized. She and her son remodeled the rooms and repainted the interior and exterior of the motel. She landscaped the outside area in front of the motel and along the walkways

bordering the motel room doors. With the help of Officer Delgado, she drafted a list of motel rules which she subsequently had each new arrival sign. Her son began evicting those who did not abide by the rules and recording the names on an "86" list. They decided not to allow inter-room traffic or more than two adults per room. Finally, they began requiring legitimate ID from their guests in order to rent rooms. Officer Delgado also assisted in securing fencing to surround the north, east, and west sides of the motel property in order to cut down on traffic from other motels.

SEEING RESULTS

The outcome of these improvements has been marked. Calls for police response have been dramatically reduced. In fact, in 1996 there were 32 calls for service to the Aero Motel in a six-month period, in 1998 the number had dropped to two. The owner has been able to increase rates and has even had Boeing business people stay at the motel. She and Officer Delgado continue to have a friendly relationship focused on a partnership dedicated to the goal of increasing safety at the Aero Motel while encouraging legitimate business.

While the improvements have vastly reduced criminal behavior at the Aero Motel and subsequently at the AM/PM next door, they did not come at a small cost. The motel owner reports that her annual revenues have decreased significantly due to her unwillingness to rent rooms as she had in the past. The owner of the Aero Motel also continues to rent rooms by the hour, which Officer Delgado discourages.

Looking A.HEAD

While certainly not perfect, the enhancements and new regulations at the Aero Motel have provided a model of change that Officer Delgado and other Seattle Police officers are currently implementing variations of in other problem motels. Officer Delgado is working with the owners and managers of various motels along East Marginal Way to build relationships and to encourage the adoption of many similar techniques used at the Aero Motel. Some suggestions are being followed and at individual locations, new approaches are being contemplated in the hopes of eventually reducing crime throughout the low cost motels in Georgetown.

AERO MOTEL

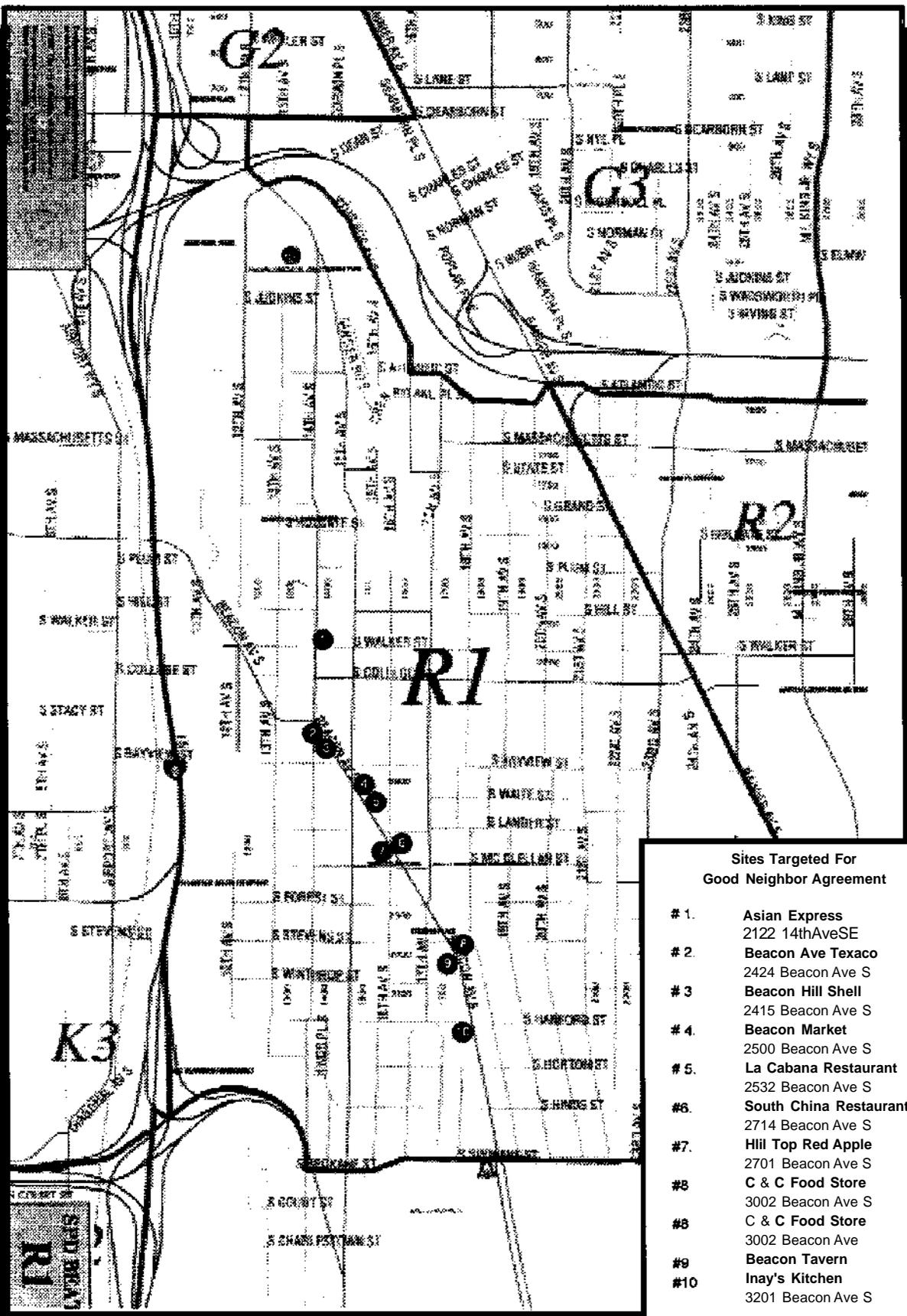
At 10 a.m. on a Sunday morning in the spring of 1998, Reba Blissell walked out of her house to discover a prostitute and a client conducting business in a car directly in front of her house. This type of activity had been occurring within the neighborhood for years, but for Ms. Blissell, this had gone too far. Blissell and two neighbors decided it was time to do something about this blight on their community. In the days following the incident, the trio of North Beacon Hill residents distributed announcements for a community meeting. The topic for the meeting would be combating the prostitution and other illegal activities that had recently overrun the neighborhood.

THE BEACON ALLIANCE OF NEIGHBORS

The meeting took place several weeks later. In attendance were residents, business representatives and owners, and Seattle Police Department officers and crime prevention staff. The attendees were fed up with the prostitution, drug activity, and alcohol abuse that pervaded the neighborhood. The group decided to formalize their actions, creating an organization that would commit itself to ongoing efforts to reduce crime on North Beacon Hill. This group eventually became known as the Beacon Alliance of Neighbors (BAN).

NORTH BEACON Hill

North Beacon Hill is a quiet, mostly residential community, just southeast of downtown Seattle. It is one of Seattle's most diverse neighborhoods with large populations of Asian-Americans, Latinos, African-Americans, and Caucasians. At the north end of the hill, the Pacific Medical Center looms a short distance away from the Seattle skyline, marking the northern geographical boundary of south Seattle. The Jefferson Park golf course and driving range serves as the southern border of the neighborhood.



- Sites Targeted For
Good Neighbor Agreement**
- # 1. Asian Express
2122 14th Ave SE
 - # 2. Beacon Ave Texaco
2424 Beacon Ave S
 - # 3. Beacon Hill Shell
2415 Beacon Ave S
 - # 4. Beacon Market
2500 Beacon Ave S
 - # 5. La Cabana Restaurant
2532 Beacon Ave S
 - # 6. South China Restaurant
2714 Beacon Ave S
 - # 7. Hill Top Red Apple
2701 Beacon Ave S
 - # 8. C & C Food Store
3002 Beacon Ave S
 - # 8. C & C Food Store
3002 Beacon Ave
 - # 9. Beacon Tavern
 - # 10. Inay's Kitchen
3201 Beacon Ave S

To the west lies Interstate 5, Jose Rizal Park, and a green space of trees and underbrush known among the homeless as "the jungle." To the east is a steeply descending hillside leading down into the Rainier Valley.

At the center of this neighborhood is the Beacon Hill School and Playground. Surrounding the school are residences and a small number of businesses. Most residences are single-family dwellings, with a few apartment buildings scattered around the neighborhood. The businesses include several convenience stores, gas stations, and restaurants, along with a clinic on the grounds of the medical center and Amazon.com, a recent addition to the community now occupying the historic Pacific Medical Center building. At first sight, the area appears to be a thoroughly safe, crime-free community. Indeed, for decades North Beacon Hill had been a middle and working-class community largely free of crime. Yet, in the winter and spring of 1998, prostitution became commonplace in North Beacon Hill.

1 993: INCREASING CRIME ON BEACON Hill

In early 1998 North Beacon Hill residents noticed a handful of women loitering at several intersections in the neighborhood. These women would congregate along 14th and 12th Avenues between Judkins and Hill Streets. At the same time, residents observed an abundance of men driving slowly through the neighborhood. On several occasions, these "Johns" would call out to Beacon Hill women working in their backyards and ask for a "date." Prostitutes and Johns had claimed the neighborhood as their territory.

The crime on North Beacon Hill stemmed from a volatile mix of three types of activity - prostitution, narcotics sales and use, and alcohol abuse. Many

of the prostitutes were addicts and alcoholics, as were many of their patrons. In some instances, three or four-level transactions would be arranged. For example, a patron would ask a prostitute for her services. Then, he would propose that they purchase alcohol and drugs. The prostitute would then lead her patron to a local convenience store. Following the purchase of alcohol, the pair would visit a nearby drug dealer. At times, these transactions were fairly complex commercial exchanges.

Often connected to the vice activity, though a serious problem in its own right, was the public consumption of cheap, potent alcohol. A handful of local convenience stores, restaurants, and gas stations were known to sell powerful booze. Often their market for the alcohol was the transient population that inhabited the west side of the hill. This drinking often led to other acts of disorder - urinating, littering, and the occasional fistfight - that further plagued North Beacon Hill.

CRIME PREVENTION ON BEACON Hill

Prior to the creation of BAN, the only crime prevention efforts in the area had been the formation of block watches. The block watches were somewhat effective, but the increased incidence of prostitution and drug activity warranted a more aggressive crime reduction strategy. Thus, in the summer of 1998, BAN's efforts to tackle prostitution, drug-dealing and other acts of disorder began in earnest.

In the succeeding months, BAN took up a series of projects. In mid-summer, BAN members went door to door in the neighborhood to raise money for new neighborhood watch signs. The money was raised to post new signs that explicitly referred to the prostitution and drug activity in the neighborhood.

The signs warned that if anyone was seen repeatedly surveying the neighborhood, his/her license plate number would be recorded and given to the police.

In August, BAN organized an event called "Crime Night Out." The community gathering drew over 200 people including some members of the media. It was an extremely successful event that offered BAN a forum to notify other residents about ways to reduce the neighborhood's illegal activity.

During the summer of 1998, BAN also started two ongoing efforts that members believed would have a major impact on the crime on North Beacon Hill. First, a resident who happened to be an attorney began drafting a "John" letter that would be mailed out to suspicious motorists who were spotted with frequency in the area. Second, BAN launched an effort to promote a "Good Neighbor Agreement" between alcohol-selling businesses on Beacon Hill and the community.

The "John" letter would be used as a tool to directly confront the patrons or their family members of the vice activity. BAN hoped to use the letter if a suspicious car had been spotted at least three times wandering through the neighborhood without any apparent purpose. The license plate number would then be forwarded to the police department where officers would locate the car owner's mailing address and send him/her the letter.

The Good Neighbor Agreement was a tool borrowed from other Seattle neighborhoods that were trying to fight chronic alcohol abuse. The Agreement was designed to perform three functions:

- improve public safety and neighborhood livability

- reduce costs associated with other public services by fire, police and trauma care,
- and promote better linkages with local treatment and recovery services.

The project would operate in three phases. First, a product identification period would occur during which neighbors and merchants would jointly identify those products which were contributing to the disorder on Beacon Hill. The second stage was deemed the "Product Line Transition" phase. During this period, merchants were expected to eliminate the offending products from their inventory. In the final phase, neighbors and businesses would evaluate the success of the changes.

The Seattle Police Department (SPD) provided extensive support and assistance to BAN's efforts. In the summer of 1998, Kathleen Dvorak, a Crime Prevention Coordinator from the South Precinct, sent out a letter to all residents in the North Beacon Hill neighborhood suggesting methods to make their homes and surrounding properties less accommodating to disorderly behavior. The letter encouraged residents to pay particular attention to the neighborhood's alleys, carports, and open garages - often the scenes of criminal activity. Dvorak recommended installing motion-sensor lighting in such areas and urged residents to heighten block watch efforts throughout the neighborhood.

Additionally, Dvorak brought several other government agencies into the project. Seattle City Light, Seattle Transportation (SEA-TRAN), and the Department of Corrections were involved in a series of tasks designed to clean up the neighborhood. City Light placed added lighting at several of the intersections that were frequented by prostitutes. Along streets and sidewalks, SEA-TRAN trimmed shrubbery

that concealed some of the illegal activity. The Department of Corrections provided work crews to clean up sections of the neighborhood.

Another effective tool used by the SPD was a succession of sting operations. The stings alternately aimed at arresting prostitutes and Johns. In the process, the sting operations yielded some surprising facts. In two recent sting operations, ten and eleven Johns were arrested, respectively. Of these twenty one Johns, fifteen were residents of Beacon Hill.

NORTH BEACON Hill, AN UpdATE

Today, the disorder on Beacon Hill has diminished noticeably from the level that existed in the spring of 1998. In 1997, SPD received 101 calls for service in this area, averaging approximately .28 calls per day. The following year, this rate dropped to 75 calls for service, with an average of .21 calls per day. In 1999 the call for service continued to drop to 59, with a current average of .19 calls per day. While the occasional prostitute may be spotted in the neighborhood, this activity has lost its grip on the community.

The ongoing efforts of BAN and the Seattle Police Department are the key factors in this transformation. BAN continues to meet monthly and remains committed to fighting crime. At the meetings, Dvorak provides information on the crime rates in the neighborhood from the preceding month. Additionally, the police department performs periodic sting operations to remind prostitutes and their patrons that Beacon Hill will not tolerate this activity. Lastly, by the summer of 1999, the John letter was cleared for use by the department and five businesses had signed the Good Neighbor Agreement. Joel Horn, a member of BAN, is extremely pleased with the

efforts of the group. He is especially appreciative of the involvement by the SPD in BAN'S efforts. Horn recently noted:

"The police are not just responding to emergencies....They tell us what things work (to reduce crime). We now know what to look for."

North Beacon Hill has become a safer, more livable place because of the efforts of BAN and the SPD.

THE BRIGHTON PLACE APARTMENTS

RAINIER & Holly

The intersection of Rainier Avenue South and South Holly Street has been plagued by illegal drug activity for many years. The intersection has historically drawn people from all over King County in search of marijuana, cocaine, or heroin. In the past, drug abusers would routinely pull up to the intersection in search of one of the ever-present narcotics dealers. When police would show up to prohibit drug sales, the dealers would retreat into the surrounding neighborhood. After the police moved on, the dealers would promptly return to Rainier and Holly to conduct their business.

THE BRIGHTON PLACE APARTMENTS

At the southeast corner of the intersection stands a house. To the northeast is a residential building with a hair care business on the ground floor. On the northwest corner is an apartment building. To the southwest lies the Southeast Seattle Senior Center. Occupying most of the remainder of the block south is the Brighton Place Apartments. The Brighton Place Apartments are a 120-unit apartment building covering several acres of land. Further south along this block an Exxon gas station is situated at the corner of Rainier and South Willow Street. This intersection also has a long-standing reputation for the availability of illegal drugs.

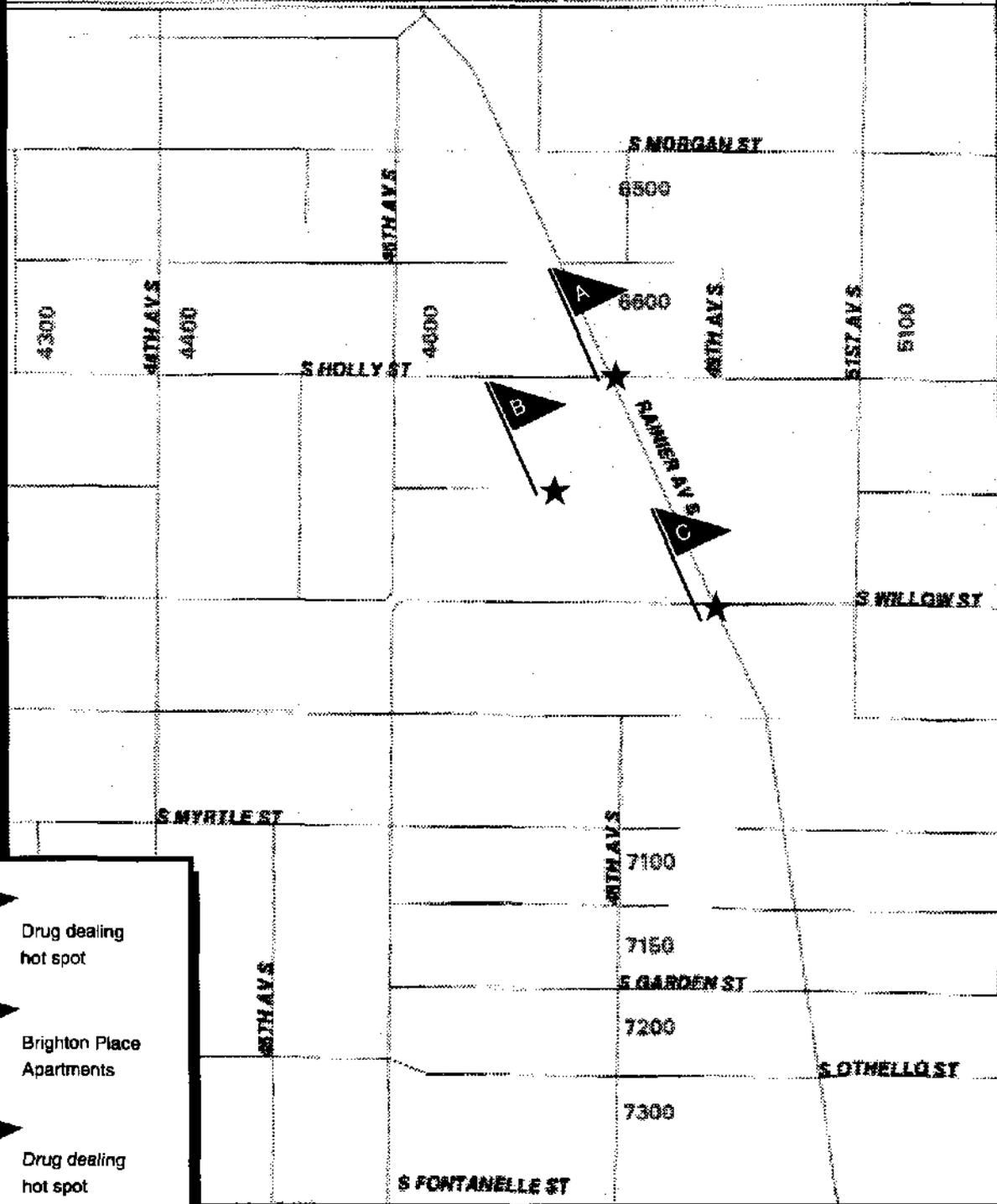


THE BRIGHTON PLACE APARTMENTS

A short time ago there were two neighborhood hideouts that served as the main hubs of illegal activity in the neighborhood. The first was a house near the intersection of Rainier and Holly that was occupied by members of the Holly Street Crips gang. The second source of neighborhood disorder was the Brighton Place Apartments.

City of Seattle

Rainier Ave. S.
and S. Holly St.



-  Drug dealing hot spot
-  Brighton Place Apartments
-  Drug dealing hot spot

Officer Joel Huston of the Seattle Police Department (SPD) noted that until recently the Brighton Place Apartments were a "nightmare." Drug dealing, assaults, prostitution, firearms violations, and theft were widespread within the building. The physical plant itself was beset with fire code violations, poor lighting, pest control problems, and unsanitary conditions throughout the building's interior. Outside the apartments, abandoned cars littered the parking lot. The building was overrun by crime and disorder.

To enter the Brighton Place apartment complex, one must travel through a single main entrance on Rainier Avenue South. The remainder of the complex is surrounded by a fence. Inside the main entrance, one finds a large parking lot to the left. Straight ahead is an island of bushes flanked by parking spaces for the building manager and handicapped drivers. To the right of the island is a semi-circle driveway for picking up or dropping people off at the main entrance of the building. The building itself is X-shaped. At each leg of the X, one finds a separate entrance to the building. The remaining perimeter of the complex is lined by parking spaces.

The Brighton Apartments building is a three-level brown brick and concrete structure. Its outside is decorated with boomerang-shaped designs embedded in the concrete walls. Each unit has a balcony area used for barbecues, hanging laundry, or locking up bicycles.

The residents of Brighton Place represent a wide range of racial and ethnic backgrounds. Many are new immigrants from African and Southeast Asian countries. Most of the other remaining residents are Black, Caucasian or Hispanic. This diverse apartment complex lies in the midst of Rainier Valley

— one of Seattle's most diverse neighborhoods.

BRIGHT ON THE NEIGHBORHOOD

The constant presence of drug dealers in and around the Brighton Place Apartments has long been a source of frustration for residents of Rainier Valley. In addition to the open-air drug sales that occur in the area, several drug dealers have been known to run narcotics-sales operations under the cover of a legitimate business. Up until several years ago, a car wash in the Brighton area was known by community residents as a site for illegal drug purchases. In response to a barrage of complaints about the car wash from local residents, Officer Mel Britt of the SPD encouraged residents of the neighborhood to form a community council. Officer Britt hoped that a formal community group would have the unity and commitment to address some of the lingering problems in the neighborhood. These efforts led to the formation of the Brighton Neighborhood Council (BNC) in 1996.

THE BRIGHTON NEIGHBORHOOD COUNCIL

The BNC was created to promote the general improvement of the Brighton Neighborhood. Its scope included fighting crime in the area, fostering strong relations among neighbors, and general beautification efforts around the community. One of the first efforts of the BNC was to organize the management and residents of apartment buildings in the area. Apartment residents were rarely active in community events. The BNC sought to change this by inviting apartment managers and residents to participate in Council meetings. Several of the apartment managers were notorious for their tacit acceptance, if not outright promotion, of illegal

activity. Council members agreed that active representation from apartment residents might assist the council in addressing these problems and curbing some of the neighborhood's disorder. Of particular interest to the BNC was addressing some of the problems at the Brighton Place Apartments.

One of the first actions of the BNC, in collaboration with the police department, was to draw up a Memorandum of Understanding to be presented to the owner of the apartment building. This document, drafted in February of 1997, was a statement about the duties of the building's ownership. It listed six Seattle Municipal Code violations that were occurring with great frequency at Brighton Place. The violations involved excessive noise, public consumption of alcohol, criminal trespass, parking violations, and "public nuisance abatement"—a general violation that "endangers the safety of the community." An addendum to the document was drafted later advocating for specific changes in visiting policies, security procedures, tenant screening policies, and requesting management staff attendance at Brighton Neighborhood Council meetings.

NEIGHBORHOOD ACTION TEAM SEATTLE

In late 1997, after the BNC had begun to tackle some of the ongoing problems in the Brighton area, the police department called in the South Neighborhood Action Team Seattle (NATS) to assist in their efforts. NATS is a collaboration of city agencies (with some involvement from other levels of government) working together for neighborhood improvement. NATS provides a structured body that draws from the staff and resources of such agencies as City Light, Public Utilities, the Department of Design, Construction and Land Use, the Fire Department, and the Police Department to mobilize

on behalf of a neighborhood. Once NATS became involved in the project, the BNC was anchored with even stronger support in addressing the problems at the Brighton Place Apartments.

On September 19, 1997, the South NATS team visited the Brighton Place Apartments. Disturbed by what they saw, NATS compiled a list of recommendations to improve the building and its surroundings. This document, jointly submitted by various city agencies, listed a multitude of actions that needed to be undertaken. Seattle Public Utilities urged the management to add lighting to the building, install "No Dumping" signs, train tenants on proper disposal techniques, and ensure that the property is cleaned up on a daily basis. Seattle City Light recommended that the parking lot lights be fixed and that the shrubs surrounding the building be trimmed to reduce their concealment of illegal activity. The Fire Department advised the management to place fire alarms on all fire doors, to prohibit parking along the side entrances, and to ensure that the side doors remain closed at all times. The Health Department advocated for aggressive pest control efforts and the Department of Design, Construction, and Land Use suggested a training session to teach tenants how to report code violations.

The Seattle Police Department compiled a lengthy list of recommendations for the building management: commitment to a symbolic proclamation of Brighton Place as a crime-free building; replacement of the current staff with a trustworthy management team; implementation of a more stringent tenant screening policy; distribution of parking stickers for tenants; establishment of a specified parking lot for visitors; requirement of visitors to enter through the main entrance; arrangement of regular apartment watch meetings; redevelopment of a grassy area

behind the building into an arts and crafts/tutoring center for neighborhood children; and construction of a security gate at the entrance to the complex. To support these efforts, SPD increased its patrol emphasis in the area. The police made it clear that disorder at Brighton Place would no longer be tolerated.

NATS member Cynthia Phillips of the City of Seattle's Citizens Service Bureau noted that the recommendations were geared towards "reducing crime and improving the overall livability of the apartment complex." The list of recommendations was not a binding document, but one that NATS hoped would mobilize the building's management and ownership to act.

NATS also performed several training sessions for Brighton Place residents to inform them of their rights as tenants. Many of the residents were recent immigrants to the United States who had trouble communicating their concerns and were unaware of what actions could be taken to address them.

The NATS trainings explained the procedures to report health code violations, security concerns, and other building hazards. This was a crucial step towards empowering the residents, many of whom were distrustful and even afraid of the management.

THE MANAGEMENT'S RESPONSE

Despite these efforts, it quickly became clear that the building management and ownership were reluctant to follow the recommendations of the Brighton Neighborhood Council, the Seattle Police Department, and NATS. The owner cited financial constraints for his reluctance, but the BNC knew this was an excuse to hide his apathy about the building's problems. The owner had neglected these

matters for years.

Eventually, the manager, with much urging from the NATS team, acted upon several of the recommendations. Additional lighting was placed around the complex. Abandoned cars were removed from the property. The physical surroundings of the building were cleaned up with more regularity. Regular pest control efforts were implemented throughout the interior of the building. Still, the tenant screening policy remained lax. The manager continued to utilize loose screening and rent collection policies. Eventually, it was discovered that the building manager was pilfering money from the owner.

Many residents of the building and the nearby community had long been suspicious of the manager of the Brighton Place Apartments. To many, it appeared that regardless of one's criminal or rental history, one could rent an apartment at Brighton Place as long as he or she had cash. Even long-time residents were asked to pay rent in cash and few were given receipts for their payments. Moreover, situations often arose wherein residents sublet their apartments to groups of people without drawing up a lease.

After reviewing rental records, the owner found that in one particular month the manager skimmed \$30,000 from rent payments.

SIGNIFICANT CHANGES AT BRIGHTON PLACE

This discovery marked the beginning of dramatic changes at Brighton Place. First, the owner hired a new management staff. Secondly, after years of considering selling the building, the owner appeared ready to do so. Lastly, the Southeast Seattle Senior Center began exploring the possibility of purchasing

the Brighton Place Apartments and turning the building into a senior housing program. The Senior Center recognized that this effort would require much fundraising acumen and a willingness on the part of the owner to sell to them. Many factors would have to work out for such a deal to come to fruition.

Once the manager was replaced, some major components of the list of recommendations from the BNC and NATS were realized. A thorough tenant screening policy was established. Rent payment practices were altered to prevent abuse. The physical condition of the complex was less neglected. Tenant complaints were responded to more promptly. Significant changes were occurring at the apartment complex.

The Brighton Neighborhood Council was pleased by the changes that the new building management instituted. Yet they hoped for one additional change that would make the apartments and the community around them a more livable place for all Brighton Neighborhood residents: sale of the building to the Southeast Seattle Senior Center. Once this became a clear possibility the BNC diminished its pressure on the owner of the Brighton Place Apartments.

BRIGHTON PLACE, AN UpdATE

According to Officer Huston, 80 percent of the problems at Brighton Place have disappeared. In 1996, the number of calls for police service at the building stood at 253. By 1998 that number was down to 182 and is expected to drop significantly lower in '99. Additionally, the summer of 1999 will bring with it a change in ownership as the Southeast Seattle Senior Center purchases the building. In preparation for this change, the management has implemented a policy of replacing exiting tenants

with senior citizens. This replacement process has not only curbed the disorder at the Brighton Place Apartments, but has also addressed another lasting problem in Rainier Valley — scarce housing for senior citizens.

The benefits of these changes have reached beyond the Brighton Place Apartments. The intersection of Rainier and Holly has lost its reputation as a 24-hour narcotics market. Community members are less afraid to walk through the neighborhood at night. Finally, the police are able to concentrate on other concerns in the community.