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OFFICE OF THE
CITY MANAGER

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CALIFORNIA

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September 14, 1990

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**Budget & Finance and
Transportation & Community Development Committees
Sacramento, California**

Honorable Members in Session:

Subject: Anti-Drug and Gang Initiative Study - Second Progress Report

SUMMARY

In February 1990, the City of Sacramento contracted with EMT Associates and The Circle, to conduct a nine-month Anti-Drug and Gang Initiative Study. A status report was submitted to the Joint Budget & Finance/Transportation & Community Development Committee in May 1990 describing the project and the Consultant's progress. Attached for the Joint Committee's review is the second progress report submitted by the consultants to the City Manager's Office.

BACKGROUND

EMT Associates and The Circle are approaching the final stages of their contract with the City of Sacramento to conduct an Anti-Drug and Gang Initiative Study. In short, the purpose of the study is to provide the City Council with current information on drugs and gangs which will possibly lead to the implementation of strategies to effectively combat drug and/or gang related problems.

The attached report updates the information which was submitted to the Joint Committee in May 1990, regarding the state of the project. In summary, this report describes the status of six products which the consultants are producing for the Council, covering: 1) a review of general literature on drugs and gangs; 2) a review of literature/information on alternative strategies in other communities; 3) the development of a catalog of resources/model approaches in other communities; 4) a report on the collection and analysis of data on drugs and gangs in Sacramento; 5) a survey of local individuals and agencies addressing drug and or gang issues; and 6) the production of a local resource directory on organizations who provide assistance in resolving drug and/or gang related problems.

In addition, the status report discusses the development of a "Dimensions of the Problem" document and the development of suggested strategies for the Council to consider.

The attached EMT Associates report states that three draft documents have been submitted to the Technical Advisory Committee for their review and comments. Once finalized, these documents will be submitted as part of EMT's final report to the Council to be scheduled for hearing in November, 1990.

FINANCIAL DATA

Not applicable.

POLICY CONSIDERATIONS

Not applicable at this time. It is anticipated that the consultant's final report and subsequent staff reports addressing policy issues will be submitted to the Council at the completion of the Anti-Drug and Gang Initiative Study.

MBE/WBE EFFORTS

Not applicable.

RECOMMENDATION

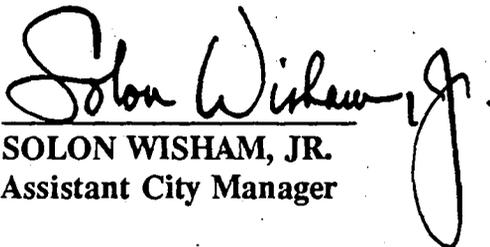
This is an informational item for the Joint Committee's review. No further action is required at this time.

Respectfully Submitted,



Gary L. Little
Citizens Assistance Officer

FOR COMMITTEE INFORMATION:



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September 25, 1990
All Districts

SACRAMENTO ANTI-DRUG AND GANG STUDY STATUS REPORT TO THE CITY COUNCIL

September 18, 1990

EMT Associates, Inc. and The Circle, Inc. have been engaged in the Anti-Drug and Gang Study under contract to the City of Sacramento since February 1990. During this time, all major tasks have been initiated or completed, draft written materials have been circulated for review and comment, and information gaps have been identified for closure before the study is completed in late October. This report is a summary status report on the progress to date on each major task, and a projection of remaining contractor activities and deadlines for deliverables.

On May 4, 1990 the City Council received a report describing the proposed study approach and progress for the first three months of the contract. This report provides an update based on the status of the six major components of the study, defined in terms of the products which are being generated in conjunction with the study. The six components are listed below and described in greater detail in the following narrative:

- (1) General review of the literature on drugs, gangs, and the interrelationship between drugs and gangs.
- (2) Literature search and review for information on alternative strategies and successful anti-drug and anti-gang programs in other communities.
- (3) Assembly of a catalog/directory of resources and model approaches in other communities.
- (4) Collection and analysis of existing data in Sacramento on drugs, gangs, and drug/gang connections.
- (5) Survey of community agencies and organizations to determine the nature and

extent of resources available to deal with drug- and gang-related problems.

(6) Assembly of a directory of Sacramento resources for assistance to neighborhoods and residents experiencing drug and gang problems.

General review of the literature on drugs, gangs, and the interrelationship between drugs and gangs.

In June EMT submitted a draft review of the literature to the Technical Advisory Committee. The draft report, "Drugs, Gangs, and Drugs and Gangs: A Literature Review for the City of Sacramento" is a 63-page document based on literature from academic journals, books, agency and organizational reports, federal and state documents, unpublished research, and newspaper articles and stories.

The purpose of the literature review is to bring forward and consolidate information which provides a historical perspective on substance abuse, gangs, and gang violence and drug trafficking. It presents national policy, testimony from public hearings, considerable research findings from experiences in Los Angeles and Chicago, primarily, and current events related to these phenomenon. It describes trends and patterns in alcohol and other drug abuse. It presents historical and descriptive information on gangs defined largely along ethnic or racial lines. And it presents information about the relatively recent escalation of gang involvement in drug trafficking and the violence associated with gangs and drugs.

The draft of the literature review was presented in June for review and comment by the Technical Advisory Committee to this study. We received comments and input throughout July and August, and in early September all reviewers had submitted their questions or recommendations for changes. EMT staff will incorporate the changes and submit a revised version of the literature review in early October.

Literature search and review for information on alternative strategies and successful anti-drug and anti-gang programs in other communities.

In the course of the search for literature on drugs and gangs, EMT and the Circle sought information on approaches and strategies undertaken in communities throughout the country

which addressed alcohol and other drug abuse and gangs. The purpose of this effort was to learn from and benefit from the experiences of other communities already engaged in concerted community level approaches to addressing these problems. Although many of these initiatives are new and funded as demonstration grants, they represent the ideas and efforts of individuals and organizations committed to making change in their communities. The "literature" specific to relatively new anti-drug and anti-gang approaches is beginning to emerge; however, much of the substance and direction of these approaches is based on theory and practice from bygone times and social problems of earlier generations.

The report from this literature search and review is currently being drafted. New and innovative literature sources have been tapped. The findings from these new sources will be integrated in the draft we are developing. From the material under review, this product will be less likely to resemble a review of literature, and more likely to present an organized catalogue of approaches and strategies which have found their way into the literature and offer promise for building the "blueprint" for Sacramento. The draft of this report will be presented in early October. Following a review by the Technical Advisory Committee, EMT will revise the draft and submit the final report at the end of October.

Assembly of a catalog/directory of resources and model approaches in other communities.

EMT and the Circle submitted a draft directory of resources and model approaches in other communities in early September. The purpose of this directory is to provide a list and descriptions of approaches and strategies undertaken in other communities that are experiencing and addressing problems related to drugs and gangs. From the descriptions the reader can determine a wide variety of approaches, select from among those that may be applicable for Sacramento, and followup with a designated contact person to obtain more information or discuss the approach, requisite planning and implementation steps, and anticipated outcomes.

The draft under review, "Directory of Community Responses to Gangs and Drugs: A National Perspective", contains 51 descriptions from programs/communities which received demonstration grant funding from the U.S. Department of Health and Human Services, Administration for Children, Youth, and Families (ACYF). These approaches represent a

host of agencies, organizations, and coalitions of community based organization as well as innovative efforts from large, medium, and small communities throughout the country.

This draft illustrates a preliminary product for the national resource directory. While it is undergoing review, EMT and the Circle staff are continuing to review known programs and approaches, relying on (1) a catalogue of 74 local strategies in the war against drugs compiled by the National League of Cities; (2) a list of communities pursuing "drug free school zone" activities; and (3) several "word of mouth" resources we have learned of through contacts with federal, state, and local officials. The draft will be under revision throughout September, and completed by mid-October.

Collection and analysis of existing data in Sacramento on drugs, gangs, and drug/gang connections.

EMT staff have been gathering information and annual statistics from a variety of local city and county agencies throughout Sacramento, as well as some state level organizations, to obtain measures and indicators of problems related to drugs, gangs, and drugs and gangs. To date we have obtained statistics for the period 1984-1988 from the following:

- From City of Sacramento Planning Department, 1980 census profile of city residents
- From County Department of Health Services, "City Facts", and Sacramento County Alcohol and Drug Program Plan, demographic profile
- From Sacramento County Alcohol and Drug Program Plan, indicators of drug abuse in Sacramento County (including deaths due to drugs, criminal justice drug arrests and commitments, and drug treatment admissions)
- From Sacramento County Alcohol and Drug Programs, Organization chart of services and providers
- From Sacramento County Alcohol and Drug Programs, alcohol and drug service providers, 1989/90 funding levels, and estimated number of slots or individuals reached in prevention, intervention, and treatment
- From California Department of Alcohol and Drug Programs, CAL-DADS data for the state, primary drug of choice for treatment

admissions

- From California Department of Alcohol and Drug Programs, CAL-DADS data for Sacramento County, profile of clients in drug treatment, 1985/86-1989
- From County Department of Health Statistics, vital statistics for Sacramento County
- From Sacramento County Alcohol and Drug Programs Plan, statewide indicators of alcohol abuse; statewide alcohol-related deaths; and statewide alcohol related arrests
- From the California Highway Patrol, statewide alcohol-related motor vehicle accidents
- From Sacramento County Alcohol and Drug Programs Plan, county alcohol related arrests and county indicators of alcohol abuse
- From the County Department of Health Services, statistics on program clients and services, number of hospital beds, physicians per capita, hospitalization rates and costs, and county health costs
- From the California Department of Justice, Bureau of Criminal Statistics, Sacramento County crime trends from 1984
- From the California Department of Justice, Bureau of Criminal Statistics, Sacramento County adult felony and misdemeanor arrests since 1984
- From Sacramento Police Department, Narcotics/Gang Division, narcotic arrests for the city since 1986
- From the California Department of Justice, Bureau of Criminal Statistics, dispositions of all adult felony arrests since 1984
- From Sacramento County Department of Probation annual reports, county probation trends since 1984
- From the California Department of Justice, Bureau of Criminal Statistics, Sacramento County juvenile felony and misdemeanor arrests since 1984
- From Sacramento County Department of Probation, delinquency

petitions filed since 1984

- From the California Youth Authority, number of first commitments to CYA from Sacramento County since 1984
- From U.S. Department of Education, Office of Educational Research and Improvement and Sacramento City Unified School District, selected school statistics related to enrollment, number of classroom teachers, pupils per teacher, number of schools, and expenditure per pupil
- From Sacramento City Unified School District, school reports of dropout rates;
- From Sacramento City Unified School District, school crime
- From Sacramento City Unified School District, [scott]

In addition to the statistics identified above, EMT is actively pursuing additional sources of annual data, including emergency room admissions when alcohol or other drugs are implicated, gang specific crime, arrest, and disposition data, school data from other school districts, and neighborhood/census tract/planning district mapping of drug and gang crime. Also, we are continuing to seek data for the years between 1984 and 1989 to identify trends and changes over the past five years.

Survey of community agencies and organizations to determine the nature and extent of resources available to deal with drug- and gang-related problems.

EMT has been surveying individuals and agencies since April, in order to ascertain perceptions among a variety of constituencies about the magnitude of problems related to drugs and gangs in Sacramento. We have focused on four quarters of the community, as follows:

- (1) Schools, principals, administrators, teachers, and students.
- (2) Law enforcement officials from Sacramento Police Department, the Sacramento County Sheriff's Department, the Drug Enforcement Agency, and the Bureau of Narcotics Enforcement. Others from the criminal justice system, from the office of the district attorney and the department of probation.

(3) Community based organizations that provide services for alcohol or other drug abuse, as well as services for redirecting gang violence or preventing gang problems.

(4) Members from the community at large, identified throughout the study as individuals with high levels of concern for drug and/or gang problems, who may be taking action at a grassroots level, and who have expressed their anti-drug and/or anti-gang sentiment in public. Also, includes some anonymous and former gang members.

The purpose of these surveys is to obtain personal accounts about these problems, to solicit ideas for solutions to the problems, and to include a broad spectrum of interests and perspectives on these issues in the reporting of the dimensions of the problem. EMT staff have conducted extensive interviews with 22 school officials from each school district in Sacramento; with 15 of 29 criminal justice officials identified as key resources; and with 25 of 50 identified members of the community at large. In addition, EMT conducted surveys of 1,027 Sacramento school age youth (in summer programs) and close to 150 community based organizations. The student survey was an inquiry of youthful perceptions about the issues of drugs and gangs.

The survey of organizations, with subsequent telephone and mail followup, was conducted to obtain both perceptions of the problems as well as to elicit information for inclusion in the local resource directory. The resource directory draft was submitted to the Technical Advisory Committee in early September for their review. They will provide EMT with their comments and suggestions for the October meeting. The directory will be revised based on recommendations from the Technical Advisory Committee and additional corrections provided by programs.

Assembly of a directory of Sacramento resources for assistance to neighborhoods and residents experiencing drug and gang problems.

The draft resource directory of Sacramento agencies and organizations was completed in August and submitted for review in early September. The purpose of this resource directory is to provide a consolidate resource listing of programs and services which address the problems of drugs and gangs in particular in Sacramento's collective effort to combat these issues. The intended audience for this directory

includes all programs and services listed, county and city agencies in the criminal justice and education system, and interested citizens. The directory provides some descriptive information about these programs and indicates who to contact for additional information or service.

In the draft directory, there were 23 entries for programs which address the dual problems of drugs and gangs, 62 entries for programs which address alcohol and other drugs, a list of neighborhood associations, a list of programs offering positive alternatives, and school district prevention coordinators. Throughout September, we will be updating and correcting the entries according to input from programs identified in the directory and from members of the Technical Advisory Committee.

Summary of Progress and Remaining Study Tasks

EMT and the Circle have made substantial progress in each of the major task areas. We have developed and submitted draft copies of three of the six products to be generated from this study, and anticipate submitting the remaining three during the first two weeks of October. Staff are concluding interviews among representatives of the criminal justice system, consultants are continuing to interview citizens and members of the communities most directly affected by drugs and gangs, and we are continuing to build upon the resource directory of national programs and approaches. In addition, the product to be known as "Dimensions of the Problem" will be submitted in draft form in early October. Data gaps are being filled, and staff are seeking additional data sources for inclusion in this descriptive report.

Finally, staff are beginning to focus on the development of a blueprint for Sacramento. We are conducting a series of meetings and brainstorming sessions, bringing together the products of our work to date as well as experiences in other fields of study and disciplines. The first of these meetings was held on September 11, where staff identified four major strategies and more than a dozen individual tactics. For each tactic, staff indicated a rationale, identified barriers, estimated known costs, and outline an implementation plan. This process seemed to provide the raw material for beginning to develop the blueprint.

The creation of the blueprint will represent the culmination of six months of research from academic journals, local, state, and national data sources, and the opinions and perceptions of a broad spectrum of Sacramento officials and citizens. The blueprint will be completed in October, delivered as the final product of this study on or about October 31.