AGENDA

Meeting Type:	WORKSHOP
Date:	12/5/1994

City of Charlotte, City Clerk's Office

MAYOR AND CITY COUNCIL WORKSHOP

December 5, 1994

AGENDA

3:30 pm	Roll-Out Garbage Issues
4:15 pm	Competition Activities: Activity-Based Costing and Management
4:25 pm	Competition Activities: Solid Waste Request for Proposals
5:25 pm	Dinner
5:30 pm	Public Safety and Public Housing
6:00 pm	Adjourn Workshop/Begin Zoning Meeting

COUNCIL WORKSHOP AGENDA ITEM SUMMARY

TOPIC: Rollout Garbage Collection Service

KEY POINTS (Issues, Cost, Change in Policy):
A weekly rollout garbage collection service was implemented in August 1994 This service replaced a twice a-week service and its success is contingent upon operational efficiency and the education and cooperation of the citizens We feel that we are doing well on operational efficiency The education process covers ongoing information (a) regarding how to contain a week's garbage in the 96 gallon rollout cart, and (b) steps to reduce the amount of garbage by purchasing products where manufacturers have minimized the disposable portion of packaging

Highlights of the new service

- Residents received one 96 gallon rollout cart free of charge, and are allowed to purchase a second cart from the City
- 2625 residents with medically certified disabilities are provided with backyard service
- Requests for Bulky Item service have increased by approximately 50% In some cases, residents are uncertain about items which should go into the rollout cart, e g brooms, small appliances and empty cardboard boxes, and have scheduled collection of these items through the Bulky Item program
- Garbage from small businesses is separated from the residential collection program
- Slower than anticipated delivery of the rollout carts caused some operational problems

Issues

1 Customer Service

The City has spent approximately $ 50,000 on public information to assist the citizen in adjusting to the new service level Information brochures, inserts in the water bill, paid advertisements in the newspapers, meetings with neighborhood organizations and radio announcements on City Report are the vehicles which have been used to inform and educate the citizens

Although we have had an extensive public information effort, residents have continued to place materials for collection outside the rollout cart

- Residential crews continued to collect "extra trash" for a couple of months, and each time, left a notice advising the customer that the City would only collect material contained within the rollout cart
- A 50% increase in requests for Bulky Item collections has highlighted the need for additional resources in the Bulky Item program and an automated Bulky Item scheduling system to replace the current manual system The automated system is being designed and is expected to be in operation on December 19, 1994 Customer service representatives in Solid Waste Services and Customer Service will be able to schedule

Bulky Item collections The telephone systems within Solid Waste Services will be adjusted such that customers may call 336-4165 (Special Services) or 336-2673 to schedule collections Calls from the Special Services telephone lines will automatically roll over to the 336-2673 number The current method of calling the customer back to schedule Bulky Items will be eliminated

2 Bulky Items/Mixed Trash

The extra trash which cannot be collapsed to fit into the rollout cart has to be scheduled for Bulky Item collection Two additional crews are required to collect these materials, and we plan to add temporary crews to handle this work load If Council decides to discontinue garbage collection from small businesses, then two crews from that service will be transferred to the Bulky Item collection program However, if Council decides to continue garbage collection from small businesses, then we will need to add two permanent crews to this program

Cardboard boxes seem to be the biggest item that is impacting the Bulky Item collection program We plan

- To have a special cardboard box/extra trash collection during the weeks of December 26 and January 2 We will have public information on these special collections during the week of December 19
- To initiate discussions with Mecklenburg County on opportunities for a weekly cardboard recycling program
- To have three crews from our Neighborhood Cleanup program collect "extra trash" in designated neighborhoods, i e neighborhoods where we observe an abundance of material left on the curb, outside the rollout cart

3 Garbage Collection From Small Businesses

On November 9, 1994, the Personnel and Finance Committee discussed the following issues relative to garbage collection from small businesses (1) Should the City pay for commercial garbage collection service, and (2) Inequity in commercial garbage collection service

The City provides weekly manual garbage collection service to 442 businesses in the Central Business District and 2427 businesses in the rest of the City These 2869 businesses account for 19% of the 15,000+ small businesses (i e less than 20 employees) that are on record with the Chamber of Commerce The service is separate from the residential service because the City must pay disposal fees on commercial garbage Five crews service this program, three of which are authorized and two are temporarily assigned from other programs The options presented to the Committee were (1) Eliminate the business garbage collection program, and (2) Provide garbage collection only in the Central Business District for a user fee

The Committee asked staff to develop criteria for garbage collection from small businesses which were located near residential service units The Committee is expected to review the following options at its next meeting

- Eliminate all City collection of small business garbage

- Collect garbage only from "stand alone" businesses, churches, etc , which are located in residential areas Garbage from these types of businesses would be collected from the curb by the residential crews, and would not exceed 192 gallons per week (i e two 96-gallon rollout carts) The City would sell up to two 96-gallon rollout carts to businesses eligible to participate in the program, and would charge a fee for the service Two additional crews would have to be added to the residential program in order to provide this service The user fee would cover the costs of these additional crews

  Businesses located in shopping centers, business parks or professional buildings would not be eligible for City service and would obtain garbage collection from private contractors

- Continue to provide garbage collection service in the Central Business District and charge a user fee to cover the collection and disposal costs

If the Committee chooses the second of these options, the residential crews would collect commercial garbage, and the two crews in Special Services would be transferred to the Bulky Item program

4 Cost Of Service

The FY95 operating budget reduced $ 2 8 million in Solid Waste Services expenditures and appropriated that amount to the Community Safety Plan to fund police officers and other public safety expenses

Projected Savings	$ 2 8 million	Positions Reduced	161

The budget was an estimate of expenses We now have 5 months of experience and have recalculated the estimate

With the startup of the rollout garbage collection service, several unanticipated expenses were incurred with the following goals

GOALS.	FY95 COSTS
Customer Service Additional staff and equipment to handle the customer calls	$ 17,288
Public Information Increased newspaper notices, increased information brochures and doorhangers, direct mailings to customers, customer survey	$ 49,073
Temporary Staffing/Overtime Routing, rollout cart issues, business garbage and responses to citizens requests increased the hours of services and the resources necessary to respond to requests	$ 780,972
Equipment Maintenance Increased usage of trucks, some problems with the lifts and problems associated with operator inexperience	$ 108,086

These expenses are due to startup experiences and will be covered within the Solid Waste Services Department's total budget The Department has implemented some productivity measures to position itself for competition which are expected to generate cost savings to cover the unanticipated expenses The second year experience will provide better data for the second year budget but it is planned that the costs will return to the original savings projection

OPTIONS:

COUNCIL DECISION OR DIRECTION REQUESTED:

This information is provided as a briefing and update on rollout garbage collection service for Council The Personnel and Finance Committee will come back to Council in the next few weeks with a recommendation about collection of small business garbage

ATTACHMENTS: None

1205wshp

COUNCIL WORKSHOP
AGENDA ITEM SUMMARY

TOPIC: Activity Based Costing and Management

KEY POINTS (Issues, Cost, Change in Policy):

An internal staff team was formed to search for the best costing method for competition. The team completed research, instruction, and discussion and selected Activity Based Costing and Management

Analysis of costs at the "activity" level is an integral part of the competition process.

Two additional teams have been established to carry forward with implementation. One team will assist Key Businesses who are currently preparing bid proposals utilizing activity analysis and costing wherever possible The second team has been charged with long term implementation of the Activity Based Management model

OPTIONS: N/A

COUNCIL DECISION OR DIRECTION REQUESTED: This information is to brief Council on Activity Based Costing and Management, one of the key components of the competition process, and how the City is implementing it

ATTACHMENTS: Handouts to be provided at the workshop

COUNCIL DECEMBER 5, 1994 WORKSHOP AGENDA ITEM SUMMARY

TOPIC Solid Waste Competition Process and Issues to be included in Request for Proposal

KEY POINTS City staff and the Privatization/Competition Advisory Committee have worked on developing the competition process and request for proposal (RFP) for residential solid waste collection.

The process and issues related to the RFP were reviewed with the Public Services Committee on November 23, 1994.

PROCESS HIGHLIGHTS

1. The schedule projects a bid opening date in March 1995 and a contract commencement date of July 10, 1995.

2. Council action will be necessary at three points:

   a. December 5, 1994 workshop: Approve process, timetable and issues related to RFP.

   b. January 9, 1995: Approve prequalification criteria for firms to participate in the competitive bid process.

   c. April 1995: Award contract.

3 The City will use outside assistance during the competitive bid process.

   a. Malcolm Pirnie will be retained to administer the competition process as an independent agent to the City

   b. Coopers & Lybrand (or another accounting firm) may be retained to verify cost components of the City's bid in accordance with the guidelines

4. Issues related to the RFP (See Attachment #3)

COUNCIL DECISION OR DIRECTION REQUESTED: Council approval is requested in two areas:

1. Process and Timetable

2. Issues Related to the RFP

ATTACHMENTS

Attachment #1:	Timetable for Solid Waste Competitive Bid Process
Attachment #2:	Roles & Responsibilities for the Solid Waste Competitive Bid Process
Attachment #3:	Summary of Issues for Solid Waste Request for Proposal (RFP)

Attachment #1

TIMETABLE
FOR
SOLID WASTE COMPETITIVE BID PROCESS

ACTION	DEADLINE (latest acceptable date)
Review Plan with Public Services Committee	November 23, 1994
Review Plan with City Council	December 5, 1994
Vendor Input Process	
Develop vendor information package	November 28, 1994
Advertise to solicit responses	November 28, 1994
Deadline for input	December 9, 1994
Compile and report input	December 15, 1994
Prequalification Process	
Finalize prequalification criteria	December 16, 1994
Council approval of prequalification criteria	January 9, 1995
Issue request for qualifications (RFQ)	January 10, 1995
Receive qualifications from vendors	January 27, 1995
Review qualifications and develop vendor list	February 3, 1995
Notify vendors of qualification	February 17, 1995
RFP Process	
Finalize RFP	February 13, 1995
Issue RFP	February 17, 1995
Conduct pre-bid conference	February 23, 1995
Issue addendum (if needed)	February 27, 1995
Bid opening	March 6, 1995
Bid Evaluation Process	
Evaluation team review	March 10, 1995
Review with Advisory Committee	March 23, 1995
Review recommendation with Public Services Committee	March 27, 1995
Review recommendation with City Council	April 3, 1995
Council award of contract at business meeting	April 10, 1995
Issue notice to proceed to successful bidder	April 28, 1995
Start of Contract	July 10, 1995

Attachment #2

Roles & Responsibilities
Solid Waste Competitive Bid Process

PARTICIPANT		TASKS COMPLETED	TASKS TO BE COMPLETED
City Management	**City Manager/Assistant City Manager**	-Assist with guideline development	-City Council liaison
	Business Support Services		
	Contracts Administrator	-Input to RFP and process development -Input to costing team	-Contract development & negotiation -On-going contract monitoring after execution
	Audit/Consulting	-Input to RFP and process development -Participant in cost development team	-Develop bid and verify
	Purchasing		-Oversee logistics of procurement process
	MWBE		-Identify project goals for MWBE participation
	Competition Steering Committee	-Assist in guideline development -RFP/RFQ development -Assigned costing team (City-wide) to develop costing methodology	
Key Business	Solid Waste	-Input to RFP RFQ	-Develop bid -Develop differential costs (transition contract monitoring employee impacts)
External Consultants	Malcolm Pirnie		-Independent procurement manager -Solicit vendor input -Evaluate prequalifications -Evaluate bids -Assist resolving policy issues -Advise City Manager & City Council -Vendor liaison -Negotiations -Review contract
	Coopers & Lybrand (or another accounting firm)		-Verify City's bid conformance to guidelines -Evaluate financial qualifications of vendors
Privatization/Competition Advisory Committee		-Developed guidelines -Reviewed RFP/RFQ -Discussed issues and made recommendations to City Council -Costing Subcommittee formed -Assigned liaison to Solid Waste	-Review and advise on schedule costing vendor input process and bid award
City Council/Public Services Committee		-Adopted guidelines -Appointed Advisory Committee	-Approve process -Approve prequalification criteria -Award contract

SOLID WASTE RFP ISSUES

ISSUE	OPTION OR ALTERNATIVE	STAFF RECOMMENDATION	PRIVATIZATION/ COMPETITION ADVISORY COMMITTEE RECOMMENDATION
1 How to determine geographic areas representing one-quarter of the City for competitive bid	1 Pinwheel (a portion of each of the four existing zones) 2 Quadrant (One of the existing zones)	Pinwheel	Pinwheel
2 *Customer Service* a The City will specify the day of the week for pick-up b The City will specify all three services (garbage, recycling yard waste) will be provided on the same day	 a Yes or No b Yes or No	 Yes Yes	 Yes Yes
3 Prequalification criteria ("Should the City use a prequalification process prior to receiving bids?")	1 Use prequalification criteria (Yes) 2 Do not use prequalification criteria (No)	Yes	Yes
4 Number of contracts to be awarded	1 Bid as one contract 2 Bid each area separately 3 A combination of the above	Flexible up to four separate contracts	One contract only
5 Flow control compliance (in accordance with the Interlocal Agreement)	Comply with agreement	Yes	Yes
6 Require contractor to use dedicated vehicles (while collecting the City's garbage)	Yes or No	Yes	Yes
7 How to bid "community work" (i e neighborhood clean-ups community festivals, etc)	1 Separate component of the bid 2 Roll into regular unit bid	Separate component	Separate component
8 Displaced employees	1 Offer qualified "in-house" employees access to other City jobs 2 Require contractor to offer any displaced City employees "Right of First Refusal" 3 Allow contractor to offer employment to any displaced City employees (at their discretion)	Follow Services Contracting Guidelines	Follow Services Contracting Guidelines

COUNCIL WORKSHOP AGENDA ITEM SUMMARY

TOPIC: Public Safety and Public Housing

KEY POINTS (Issues, Cost, Change in Policy):

- In 1993, Police Department data indicates that the rate of index crime per 1000 population (homicide, rape, robbery, aggravated assault, burglary, larceny, vehicle theft, and arson) was 13% higher in public housing communities than in the city as a whole The rate per 1000 population for Part 2 offenses which include drugs, concealed weapons, vandalism, and disorderly conduct was 104% higher in public housing than the city wide rate

- Through September 30 of this year, overall crime in public housing is down 9 7% which mirrors a city wide decrease in total crime

- Many of the crime problems in public housing communities are caused by non residents including individuals whom the courts have banned from Housing Authority property

There are some key differences in public housing communities in Charlotte compared to those in Charleston, South Carolina

- Public housing communities in Charlotte are larger and have greater population density
- Demographics differ, with many Charlotte communities such as Earle Village having younger single females with children as heads of household while Charleston has older more stable residents
- Differing state laws regarding the lease and eviction process
- Different attitudes of courts and probation departments in dealing with offenders
- Charlotte has groups such as Legal Services and the Resident Advisory Council who are strong advocates on behalf of the residents

COUNCIL DECISION OR DIRECTION REQUESTED:

Below is a list of possible actions to enhance public safety in public housing If Council would like to pursue any of these action steps, staff will bring back specific proposals at a later date

- Continued support of the legislative package
- Changes in state law to enable the Housing Authority to obtain criminal histories of prospective residents who have lived outside of Charlotte
- Support for a computer network linking housing authorities across the state
- Possible changes in state law to allow police to arrest violators of territorial bans
- Consider giving the Housing Authority control of the sidewalks and streets within the surrounding public housing developments while retaining responsibility for street maintenance
- Assistance in the development and implementation of a system to provide information to police on who should and who should not be on Housing Authority property
- Improved lighting
- Review of zoning and business license regulations that permit outlets selling forfeited wines in close proximity to public housing developments

ATTACHMENTS:

- Charlotte, North Carolina - Charleston, South Carolina - a Comparison
- Future Strategies
- Support from City Council
- Community Policing in Public Housing
  Charlotte Housing Authority Policies, Procedures and Programs
- History of Crime Prevention in Public Housing

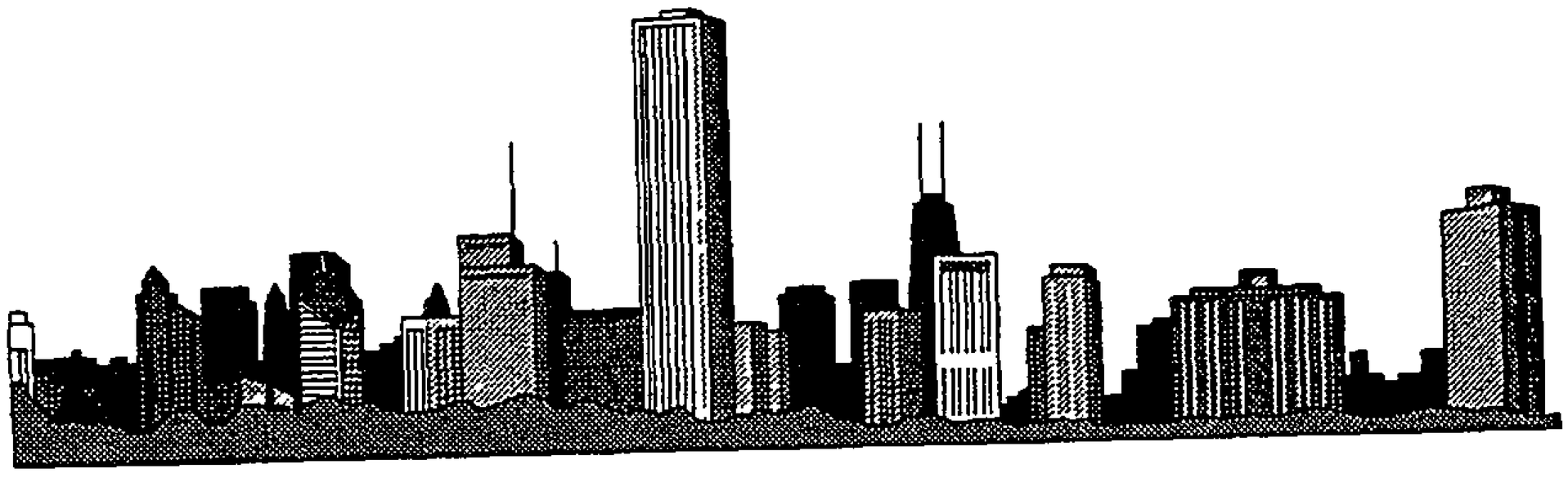
Charlotte Housing Authority/
Charlotte-Mecklenburg Police Department

Coordination to Combat Crime in Public Housing

Presentation by

Dennis Nowicki
Chief of Police
Charlotte-Mecklenburg Police Department

Harrison Shannon, Jr.
President/CEO
Housing Authority of the City of Charlotte



OUTLINE

I Charlotte, North Carolina - Charleston, South Carolina A Comparison

Crime Prevention Efforts
Conferences
Screening of Applicants
Coordination with Probation and Parole
Loitering and Trespassing
Evictions for Drugs
Police Patrol
Crime Rates

II Future Strategies

Computer access to information about persons barred from property
"Knock and Talk" sweeps in public housing
Youth Programs for public housing
Cross-training of Police and CHA staff

III Support from City Council

Continued support of legislative efforts proposed last year
Access to State and National records
State-wide information on evicitons
Extension of ban from CHA property to include ban from adjacent city property
- Stricter enforcement of court-ordered territorial bans
- Assignment of control of sidewalks and streets to the CHA

Identification system for public housing
Penalty enhancement for violations of State controlled substance laws
Enhanced lighting in and around CHA properties
Re-examination of zoning and licensing regulations

IV Charlotte-Mecklenburg Police Department Community Policing

V CHA Policies, Procedures, Programs

Admissions & Occupancy
Lease
Eviction
SNAP
DATOP

VI History

Crime in CHA
Relationship of CHA and CMPD (how it began)

Charlotte, North Carolina - Charleston, South Carolina:

A Comparison

Comparisons are constantly being drawn between Charlotte and Charleston with the implication that Charleston is doing something different or better than Charlotte Contained in the information later in this package is a discussion of some of the differences in the legal system in South Carolina and Charleston that permit the Charleston Housing Authority to use state-wide and national criminal records as part of their screening process South Carolina has also been declared a "Due Process" state by HUD and North Carolina has not This permits South Carolina authorities to skip the administrative hearing requirement under the federal regulations

Given these differences, are there any other comparisons that we can make between the two cities? A review of similarities and differences is provided below

Crime Prevention Efforts

Charlotte, NC

In 1983, the City of Charlotte funded crime prevention efforts in public housing under the Safe Neighborhood Awareness Program. The program started with $50,000 per year and currently receives about $156,000 per year Under this program we hire residents and ex-police officers to track all calls for service and criminal activities We focus not just on interdiction, but on working with families to resolve problems and keep the problem from occurring over and over We have documented a reduction of crime in four target neighborhoods each year since 1983

Charleston, SC

In 1984, the Charleston Police department began a crime prevention effort funded by the City by using the HA's payment in Lieu of Taxes This funded one officer to work in their communities

Conferences

Charlotte, NC

Since 1983, we have held conferences with all residents with records of disturbances and problems The conference agreement that we use has been used as a model by housing authorities in North and South Carolina. Our police officers often participate in the conference along with the manager and a SNAP staff person. If the incident could result in a lease termination, the Management Occupancy Review Officer and the Assistant Housing Management Director will also participate in the conference Repeated violations can result in lease terminations

Charleston, SC

The police and Charleston Housing Authority hold conferences with every resident who has engaged in criminal activities If the behavior persists, the CHA will evict the family

Screening of Applicants

Charlotte, NC

The Charlotte Housing Authority screens applicants in the following manner

(1) Local criminal arrest and conviction records are reviewed for every member of the household 16 years of age and older (We cannot screen statewide or nationally for criminal records)
(2) A copy of the arrest record and the court disposition is made a part of the applicant's file All applicant's sign a waiver permitting a criminal history records search.
(3) We screen social, rental and credit histories

We have the ability to request the presence of police officers, but we have never had a need to do so

Charleston, SC

The Charleston Housing Authority screens all new applicants through the Charleston Police Department which conducts local, state and national criminal records searches If an applicant is denied housing based on the records search, the applicant is entitled to a hearing A police officer will also attend the hearing to present the evidence from the records search. At no time, however, is the police record made a part of the applicant's file

Coordination With Probation & Parole

Charlotte, NC

The CHA receives a monthly listing of all persons under intensive probation in Mecklenburg County This list is used to identify persons living in CHA developments illegally and to screen prospective applicants This is received free of charge by the Resident Services Department.

Charleston, SC

The police liaison officer coordinates with probation and parole to prevent paroled persons with violent behaviors from returning to public housing occupancy

Loitering and Trespass

Charlotte, NC

The CHA has all posted public drinking and trespassing rules on all CHA property Persons can be arrested immediately for public drinking or violations of the trespass rules Arrested persons are banned from all CHA property The average penalty is 4 months in jail and a fine One person who used a false name received 6 months under the false name and 6 months under his real name

Charleston, SC

The Charleston HA has posted all public housing property with signs prohibiting public drinking and loitering On the second incident persons are taken to jail. They receive a fine of $50

Evictions for Drugs

Charlotte, NC

The CHA is somewhat more aggressive in its pursuit of eviction for arrests of relatives, household members and guests who engage in drug related activities "near" a public housing complex rather than just in the individual unit This has resulted in judges removing a household member from the lease and barring him or her from re-entry onto property, instead of terminating the lease for the entire family Similar results have occurred involving guests The magistrates in Charlotte are much more liberal in the application

Charleston, SC

The Charleston HA "evicts residents if a controlled substance is found on their person, premises, family member or visitor "

Evictions for Drugs (cont.)

Charlotte, NC

of the law; they have insisted that the CHA show the head of house to be "at fault" The CHA is currently contesting this rule in State Appeals Court. We have also proposed legislation to change the NC Landlord-Tenant Laws which have resulted in this interpretation.

Police Patrol

Charlotte, NC

The Charlotte Police Department has assigned 16 police officers to patrol public housing developments as the principal part of their assignment. Community police officers also patrol these neighborhoods as a part of their broader patrol assignment. These officers, plus officers in Vice and Street Drug Interdiction, have been sworn as agents of the Authority and have the ability to ban people they arrest from CHA property There is no direct cost to the CHA.

Charleston, SC

Charleston has a captain, sergeant and patrol officer assigned to work in public housing. Charleston has paid for these services under a drug elimination grant.

Crime Rates

Charlotte, NC

Public housing in Charlotte represents 3% of the population, but 5% of the calls for service and an equal percentage of the violent crime in 1993 While this rate is higher than we would like, it is significantly lower than the 1980's when crime rates represented 15-20% of the crimes in Charlotte

Charleston, SC

Public housing in Charleston represents 9% of the total population, but only 2% of the crime

Future Strategies

The battle against crime and drugs in our lowest income neighborhoods is constant It requires a partnership between the Police Department, Housing Authority and the residents

The battlefield changes constantly, as do the tactics We have to be prepared to change with them For example, the street drug trade and associated high levels of violence, including murder, has moved from the street to inside the apartments Simply sending the Street Drug Intervention Task Force into a community to jump out and arrest the street drug dealers is no longer an effective strategy in most public housing developments What is required today are longer range strategies which allow vice officers to become part of the community in order to obtain the confidence of the dealers before drug raids can be effective

While we make these shifts toward a slower, more deliberate strategy to address the drug-related crime in the developments, it is important that we maintain the successful strategies that have resulted in successes to date -- community policing, officers acting as agents of the Authority, weekly meetings between the CHA and the police, the maintenance and enforcement of the ban policy and effective and immediate enforcement of the lease

In addition to these strategies, we are collaborating on several other strategies aimed at reducing crime and ensuring that those engaged in criminal activities are prosecuted swiftly and effectively Some of these strategies are

1 A list of all persons who have been barred from CHA property for drug-related, criminal or related behaviors, 1,603 at this time, is being loaded into the police computer so that any police officer may call up the list on their computer in their vehicle at any time This will ensure that those persons who continuously create problems in the neighborhoods and who bring the drugs and crime into the neighborhoods are arrested and prosecuted for criminal trespass whenever they are on property without legal authorization.

2 The Charlotte-Mecklenburg Police Department and CHA are planning a series of "knock and talk" sweeps through the highest crime neighborhoods The purpose of these sweeps is to talk to the households which have been identified as either harbingers of those who sell or distribute drugs in the neighborhood or involved in criminal activities within the community Such sweeps have previously resulted in several arrests for drugs and the confiscation of drugs, money and weapons They have also provided opportunities to talk to the families about their situation and to refer them to agencies and programs that can help them overcome that situation.

3 The Police Department and CHA have collaborated to establish youth programs for young people in our developments through the Police Athletic League operated by the CMPD, Right Moves for Youth operated by an independent non-profit organization but supported by the CMPD and CHA and the CHA's After-School Program and Youth Councils Community police officers also become involved in supporting programs both for the youth and the community in each development It was a collaboration between the Community Police Officers and the CHA that brought the Charlotte Hornets to the table to paint and renovate basketball courts at Southside Homes and Boulevard Homes At Cedar Knoll, the

Community Police Officers collaborated with Wendy's to fix up and paint that basketball court

4 We are engaged in the cross training of Police Officers and CHA staff in the policies and procedures of each department Several police officers have already attended training in the Authority's Lease and Grievance Procedures and how to conduct an effective eviction. We are planning additional training in the legal limitations imposed on law enforcement so that CHA staff will understand better the role that the police officers can play in the CHA communities We meet each month to provide training in these and other areas of relevance to the police and CHA staff and residents

SUPPORT FROM CITY COUNCIL

The City has been very supportive in the past as we have hit hurdles and barriers that only assistance from the City, County, State and/or Federal Government can address A primary example of this was in the early stages of the struggle against drugs when we requested that police officers be permitted to become agents of the Authority to assist enforcement of trespassing and use of common areas policies Last year, the City took a legislative package to Raleigh with five proposed changes in law that both the Police Department and CHA supported Although, none of these changes have passed as yet, the NC Department of Crime Control and Public Safety has taken the lead, along with Attorney General's Office, in bringing these and other changes back to the State Legislature during the next term

As we review the problem of crime and drugs in public housing and low income neighborhoods, we need your assistance in the following areas

1 Continued support of the legislative package introduced last year by our legislators at the request of the City Council and the Housing Authority

2 Currently no effective, accessible system exists in North Carolina to allow the Housing Authority to obtain the past criminal history of prospective residents who have lived outside the City of Charlotte The CHA cannot presently obtain the records of persons who have been arrested and convicted for criminal and/or drug-related activities in other jurisdictions in North Carolina, including Mecklenburg County, let alone outside of North Carolina Charleston currently can conduct state-wide and national criminal records searches regarding prospective residents in public housing because the state law permits access to such records State laws in North Carolina do not currently permit such access The North Carolina Department of Crime Control and Public Safety will be proposing legislation to provide access to criminal information to Housing Authorities during this next legislative session We encourage the Council to support this legislation

3 There is currently no effective, accessible system to allow housing authorities to check other housing authorities regarding families who have been evicted for criminal or drug-related activities in other parts of the state A consortium of housing authorities, along with the NC Department of Crime Control and Public Safety, is proposing to establish a computer network for the purpose of sharing information that will be helpful in

a Applicant screening,
b Tracking evictions,
c Tracking application denials, and,
d preventing ineligible persons from falsifying eligibility by moving and seeking application in another jurisdiction

The City's assistance will be needed to encourage the development of such a system and to help us develop and implement the system, once developed, in Charlotte

4 Although we have successfully banned over 1,600 persons from CHA property, neither the CHA nor the police can keep these persons from loitering on the public sidewalks and in the streets surrounding and cutting through the communities It is frustrating to the police, CHA staff and residents to have to put up with a know drug dealer standing in the street right-of-way in defiance of our efforts to make the community safe for families to raise their children As one drives north on Caldwell through Earle Village, you will observe 15-20 people just hanging in front of Motley's or along the street and on the sidewalks, only one or two live in Earle Village, the rest have been barred from property We need legal methods whereby a person barred from CHA property is also barred from the sidewalks and streets in and around these neighborhoods We cannot continue to allow these persons to stigmatize the entire community Two remedies are possible

a Amend existing laws so that the police can enforce territorial bans imposed by judges through direct arrest, and
b Give the Housing Authority control of the sidewalks and streets within and surrounding public housing developments while retaining responsibility for street maintenance

5 There is currently no effective, accessible system of identification and registration of lawful residents of public housing communities that will provide information to law enforcement about who should and who should not be on Authority property Nearly 6 of every 10 persons arrested for crimes on CHA property are not legal residents of the developments where they are arrested, more strikingly, 85% of those arrested for drug-related criminal activities are not legal residents of either the developments where they were arrested or public housing Although we are currently loading the ban list onto the police computer, this system does not provide ready access to photographs or other means of identifying and distinguishing residents from non-residents The NC Department of Crime Control and Public Safety is proposing that a system of identification and registration be developed that will

a provide digital photograph of trespassers, and
b confirm resident/visitor car identification

The City's assistance in developing and implementing such a system of identification will be necessary if we are to successfully keep persons who are engaged in criminal activities out of these neighborhoods

6 Section 320107 of the new crime bill amends the Controlled Substances Act to include public housing in the list of institutions covered under the federal statute Under the terms of this legislation, a person convicted of dealing drugs within one thousand feet of a public housing property could receive twice the maximum punishment prescribed by the statute Fines for drug dealing near public housing may also be doubled under the crime bill Repeat offenders could receive a minimum sentence of not less than 3 years or a maximum of life imprisonment

It should be noted that the imposition of these penalties is contingent upon federal prosecution and conviction State law will have to be changed if we want to have an effective deterrent since most arrests are made under state law, not federal law Again, the City's assistance in pursuing such legislation will be important

7 Effective lighting is often a crucial deterrent to drug activities The police officers who patrol the neighborhoods, as well as the CHA and its residents, have complained about the lighting in many of the developments The assistance of the City in assessing, upgrading and maintaining the street and common area lighting in these developments will be important in our efforts to combat crime and attack the problems in these areas

8 Convenience stores whose profits come from the sale of fortified wines and alcoholic beverages surround most of our largest, most troubled public housing developments These stores serve the winos, vagrants, and drug addicts who do not live in the neighborhood rather than the residents of these developments They become focal points for drug activities and sales City Council and the County Commission need to re-examine zoning and licensing regulations that permit these kinds of stores to be concentrated in and around public housing developments

Community Policing & CMPD/CHA Agents

The Charlotte-Mecklenburg Police Department began its implementation of community policing c in July, 122 The initial implementation, in the Charlie One patrol district, involved the selection of 14 neighborhood coordinators whose assignment was to build relationships with the residents and businesses in their assigned areas and to assist them in identifying and solving problems that impact crime and the neighborhood's quality of life The Charlie One community policing initiative was successful, both in building relationships and impacting crime In the first six months of the community policing experience, crime in Charlie One declined 16 percent

The Charlie One model has been implemented in Adam Two, Adam Three, Baker One, Charlie Two and part of Adam One There are now approximately 80 officers responsible for community policing in 185 neighborhoods The community policing effort centers around partnerships and problem-solving The officers from strong working relationships with residents and businesses in their area as well as other governmental and private agencies whose resources are needed in a particular neighborhood The residents and the officers work together to solve problems which contribute to the root causes of crime Officers assist in organizing neighborhoods and helping residents to feel empowered to positively impact their quality of life Problem-solving efforts have included everything from neighborhood clean-ups and tutoring programs for children to getting the state ABC Board to revoke the liquor license of an establishment where people congregated in the parking lot and created disturbances

Some of the most visible community policing partnerships are those between police officers and residents of Charlotte Housing Authority communities Several of those programs were actually initiated prior to the department's actual implementation of community policing The officers provide a familiar presence to public housing residents and, as they establish trust and communications, attempt to solve problems, particularly those associated with the open sale of drugs in or around the public housing community Officers work with Housing Authority personnel to evict residents who engage in illegal activity within the complex The officers also attempt to guide residents toward appropriate resources for employment opportunities, social services, leadership development, and parenting skills The Police Department has assigned a Major to act as a liaison between the department and the Housing Authority to ensure that the interests of both agencies are addressed through community policing

Admissions and Occupancy Policy Overview

The purpose of the CHA's Admission and Occupancy policy is to set forth basic policies for admission to and the continued occupancy of public housing in Charlotte, North Carolina. Our policy applies to public housing units owned or managed by the Charlotte Housing Authority and supported by the U S Department of Housing and Urban Development

The Policy achieves the Authority's statutory obligation to develop and operate socially and financially sound low income housing developments In achieving this aim, the Authority provides decent homes and suitable living environments for low income families

Implicit in this objective are the following aims

1. To give preference under Section 906 211 of the Federal Preference Regulations,

2. To avoid concentrations of the most economically and socially deprived in any one or more developments,

3. To prevent admission of applicants whose habits and practices may reasonably be expected to have a detrimental effect on other residents or the development,

4. To maintain a resident body in each development composed of families with a broad range of incomes and rent paying ability which is representative of the range of incomes of low income families in the Authority's area of operation,

5. To protect the financial stability of the Authority's developments and program,

6. To assure responsible and predictable administration of the Authority's program,

7. To protect the privacy of applicants and residents,

8. To provide for efficient and orderly administrative processing and procedures,

9. To provide housing opportunities to eligible applicants and residents consistent with the purposes and requirement of applicable state and federal laws

Although the Policy provides standards and systematic procedures for the creation and regulation of rights and responsibilities, implementation will require individualized judgments from time to time The Authority shall strive for fairness, reasonableness, impartiality, consistency and conformity to the written principles and objectives

In no event shall the Authority discriminate against any applicant or resident because of race, creed, sex, national origin, religion or handicap

The Admission and Occupancy Policy and its amendments are adopted by The Authority's Board of Commissioners and copies are sent to all presidents of residents organization and other organizations who make referrals or counsel applicants or residents A copy of the Admission and Occupancy Policy is posted at each Management Office operated by the Housing Authority

Lease Enforcement

Lease enforcement is the responsibility of Housing Management The terms of the lease are explained to the applicant before they sign it

The Leasing Interview

To ensure that applicants fully understand what is expected of them as residents and how failure to uphold the terms of their lease will be handled, the Housing Managers conduct a leasing orientation at the lease signing interview with the applicant Management stresses the importance of all household members and their guests abiding by the terms of the lease Applicants are asked if they understand the document they are about to sign before their security deposit is taken, keys to the unit (and/or building) are issued to them and the lease is signed and witnessed Residents are given a copy of the signed lease for their files

When the lease is signed, the applicant becomes a resident

Outline of Possible Lease Violations

Paragraph 16: WHAT I MUST DO OR NOT DO clearly outlines all of the residents' obligations specific to residing in Charlotte Housing Authority owned/managed properties Residents are informed that violation of one or more of the 22 conditions set forth in Section 16 of the lease could result in its termination

When the lease has been violated by a resident, the head of household is sent a written notice citing the violation If applicable, a conference is scheduled to discuss the violation.

Conferences: Conferences are informal meetings between management and residents aimed at (1) making the resident aware of a potential lease violation or problem, (2) allowing the resident to explain the situation, (3) developing strategies to eliminate further violations, and (4) placing the resident on notice that any further violation of the lease could result in lease termination Reasons to require a resident's attendance at a conference are

- To offer assistance if Domestic Violence is reported to be an issue
- Truancy
- Criminal Activity including, but not restricted to, without limitation
  aggravated assault, issuance of threats to other residents or staff, carrying a concealed weapon, firing a weapon, and drug related activity
- Substance abuse including, but not restricted to
  drugs, alcohol, abuse or misuse of legal medication, failure to take medication as prescribed resulting in violent or other disruptive behavior perceived as unacceptable
- Inappropriate behavior of an residents children or other family members which has resulted in neighborhood disturbances
- Damage to and/or vandalization of property
- Proper trash disposal, yard upkeep and reporting service needs

- Setting fires
- Keeping pets, unless by prior approval of CHA leasing conditions (seeing eye dogs, etc)
- Causing disturbances
- Misuse of CHA property

In cases where residents are conferenced Residents are informed by letter that they need to attend a meeting for possible lease violations, a copy of which becomes part of their resident file CHA counselors, whose area of expertise is related to the problem, usually attend the conference in order to help develop a plan to assist the resident to comply with the lease The actions agreed upon by the resident and/or family member are documented on a Conference Agreement Form which is signed by all parties present

Lease Terminations: Violations of the lease that could result in lease termination and cannot be settled by counselling or mutual agreement due to the seriousness or the nature of the violation are listed in Paragraph 16 of the lease The most common reasons for lease termination are

- Nonpayment of rent or other charges All rents are due and payable on the first day of the month and considered late after the 10th day of the month
- Fraud or other criminal activities such as
  - Threatening another resident or staff person
  - Using a weapon to threaten by force or implication
  - Unauthorized persons living in the dwelling unit
  - Violation of Section 802 of Title 21 of the United States Code, which for the purpose of the lease, is specified as "drug-related criminal activity" meaning the illegal manufacture, sale, distribution, possession, use or possession with intent to manufacture, distribute, sell or use a controlled substance
  - Deliberately refusing to cooperate with supplying information pertaining to income (needed for computing rents), family size (needed to determine unit size), causing or allowing malicious damage to property by head of household, their family members or guests, and unreasonably disturbance of neighbors by head of household, family members or guests
  - Serious repeated damage to the unit
  - Assessed late charges more than three (3) times to the residents' account

Paragraph 20: ENDING THE LEASE

If the violation of the lease is of such a nature that termination of the lease is necessary, the head of household will receive written notice as follows

Serious Criminal and drug-related criminal activities including communicating threats where there is a danger to other residents or staff (i e threatened or actual physical violence)	3 Day Notice
Nonpayment of Rent/RAR	15 Day Notice

All other matters 30 Day Notice

The written notice specifies the reasons for the action taken by management for proposed termination and the resident is informed of his or her right to a Grievance Hearing, if the violation is grievable according to the Grievance Policy There is a time limit for requesting a grievance hearing

Grievance Procedures: Residents have a right to grieve all matters that adversely affect them, except nonpayment of rent Except in the case of serious and/or drug-related criminal activities, all residents have a right to two (2) administrative hearings prior to having their case taken to Civil Court The first hearing is an informal hearing between the resident and a representative of the CHA who has not been involved in matter If the resident is not satisfied with the outcome of the informal hearing, he or she may request a formal hearing before a grievance panel The Grievance Panel consists of an impartial panelist, a representative from the Residents' Organizations and a representative from the CHA. The decisions of the Grievance Panel are binding upon the CHA, however, the resident may reject the decision and pursue the matter in Civil Court

In the case of serious criminal or drug-related criminal activities, Federal Regulations permit the CHA to use an expedited hearing process Under this process, the informal hearing is waived and the grievance is heard before an impartial hearing officer instead of a panel

Civil Court. Even if the CHA wins the administrative hearings, the resident still has the right to pursue their grievance in civil court In addition, the CHA cannot evict any resident without obtaining a favorable decision from the courts Most often, the decision will be rendered in Magistrate's Court However, there are many occasions when residents will appeal the Magistrate's decision to District Court in order to extend the time they have to stay in public housing This most often happens in matters involving criminal and drug-related activities

Proposed Eviction Process for Substantive Violations in Conventional and Nonconventional Housing

Overall evictions by CHA are down from last year, with court cases for evictions and drug-related evictions down by 75% from this time last year [1] The larger developments such as Southside and Earle Village averaged about thirty (30) evictions in the 1993-1994 fiscal year These changes may reflect an actual decrease in the criminal activities of residents in that nine of ten persons arrested for drug-related activities on CHA property are non-residents The changes may also represent a need to enhance the eviction process to address those residents who are permitting non-residents to come on to property to sell

With the goal of bolstering the eviction process, the following is the proposed CHA eviction process for cases in which residents have violated their leases for reasons other than non-payment of rent, including criminal and borderline criminal activities

Documentation and Evidence

The manager will immediately document any conduct which violates the lease The following evidence may be presented in court and needs to be in the resident's file, where applicable

1) manager's documentation forms
2) lease violation citation
3) police report
4) arrest history
5) fire marshall reports
6) witnesses
7) any other relevant evidence

Police officers, investigators and resident safety personnel may also provide supporting documentation, copies of which will be kept in the resident's file All information regarding the resident will flow through the manager and into the resident's file for further action Once the manager makes a decision about the appropriate action to take, the Manager will send the file to the Area Manager for review

Termination Process

Once the manager makes a timely decision as to whether the violative conduct warrants lease termination, the manager sends a lease termination notice immediately The manager's notice of lease termination will contain each and every applicable violation and will reference the relevant lease provisions which have been breached

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[1] Resident Safety report to Board, June 1994

The manager simultaneously notifies Accounting to place the file on Legal Hold and sends a copy of the notice, along with a summarization of the issues and copies of supporting documentation, to the appropriate Area Manager for review While the resident's legal file makes its way to the Director of Housing Management for final confirmation of the Legal Hold, a three-day notice of lease termination has already been issued in drug cases and other cases which present a threat or danger to the health and safety of other residents Moreover, the manager is monitoring the unit and providing updated information to the appropriate personnel for review

Legal Action

If the resident is to be exempt from legal action at any stage in the process, including the manager's initial review, an explanation of the exemption must be made, along with proper documentation.

Copies of files of all those not exempted from lawsuits are sent to the Paralegal, who reviews documentation and evidence to assess the strength of the case If it is an arguable case, the Paralegal files a complaint for Summary Ejectment in court asking that possession of the unit be returned to the CHA. If the files are deficient, notations to the files are made and returned to the Director of Housing Management for appropriate action

The Paralegal notifies the manager of witnesses needed and the date, time, and place of hearings in substantive violation cases The Paralegal issues subpoenas to officers, other officials, and witnesses who do not live on CHA property If witnesses who live on CHA property are reluctant to testify, managers must request that they be subpoenaed and provide information necessary for serving the subpoenas on them and on all witnesses

Appeals

The process of appeals should be expedited such that people who pose a threat to the security, safety and well-being of public housing residents are not continuing to stay in public housing for inordinate periods of time, while continuing patterns of behavior that CHA and the police have identified as being criminal

Contrasts in the Eviction Process: Charlotte and Charleston

- Charlotte
- 4 magistrates
- Hearings automatically scheduled
- Hearings scheduled in 2+ weeks
- Sheriff serves papers within 5+ days

- Charleston
- 16 magistrates
- Burden on defendant to request hearing
- Hearings scheduled within 1 - 2 days once requested
- Sheriff serves papers within 1 -2 days

SNAP: The Safe Neighborhood Awareness Program

Purpose

The Safe Neighborhood Awareness Program (SNAP) was created to reduce the incidence of violent crime in public housing neighborhoods through the involvement of residents, management and the police in planning prevention and victim assistance programs

Goals

To prevent crime in public housing neighborhoods

To aggressively assist in the investigation and prosecution of crimes committed in public housing communities

Programs

To prevent crimes in target public housing developments, SNAP

- Attends 90 percent of the resident organization meetings to exchange information and address crime prevention needs
- Meets with police and housing managers weekly, keeping them informed of illegal activities
- Takes part in night patrols and sweeps
- Takes appropriate action against residents and non-residents who are involved in criminal, drug and other activities which violate CHA policies
- Organizes and maintains Building/Block Captains in target communities
- Serves as liaison between the CMPD and community
- Supervises the implementation of crime, fire prevention, and security programs, including an annual campaign for Operation ID and bicycle registrations

To assist in the investigation and prosecution of crimes, SNAP

- Exchanges information on criminal activities obtained from victims and witnesses with the Police Department
- Encourages victims to prosecute offenses
- Annually surveys the residents and police to determine program satisfaction.
- Investigates drug activities, criminal, and serious lease violations which occur on CHA Property
- Initiates action to seek assistance for residents of public housing who have been victimized and are in serious jeopardy of their residency being terminated
- Initiates action to seek eviction for those residents who constantly commit crimes and other illegal acts
- Takes appropriate action to ban non-residents who commit criminal, drug and other illegal acts while of CHA property

- Prepares investigative reports of criminal, drug and other illegal acts which occur on CHA properties, forwarding copies to Housing Management, Police and other agencies
- Contacts the victims of crimes, investigates, and reports suspicious situations

Results

- Crime rates have consistently dropped in target neighborhoods since 1983
- From 1991 through 1993, crime rates in SNAP neighborhoods dropped 15 1%
- 1,290 victims were provided assistance during 1993
- Only 3 of 10 residents reported being victims of crime in 1993 compared to nearly 8 of 10 in 1983
- 310 drug investigations and 729 other serious criminal investigations were completed during 1993
- Only 23 percent of SNAP residents said crime increased compared to over 50 percent for other neighborhoods
- *Crime rates in SNAP neighborhoods are currently the same as their* surrounding neighborhoods, where they were nearly 5 times higher in 1983

Future

The SNAP Program is funded by a grant of $156,000 per year from the City of Charlotte Almost all of this funding goes to hire residents and staff to work in the highest crime neighborhoods Program activities have had to be reduced or limited to basic services The program currently serves 4 neighborhoods directly through staff located on-site These neighborhoods have had the highest crime rates in the past As the programs prove successful, the crime rates have fallen It has been difficult to address the needs of additional neighborhoods because of the lack of expansion resources We have experimented with shifting resources and staff to other neighborhoods, but usually at the detriment of the total program.

DATOP: Drug Abuse, Treatment, Outreach and Prevention Program

Purpose

The intent of the DATOP program is to utilize a Weed and Seed approach to the prevention and treatment of drug abuse and the related violent crime in and around public housing developments

Goals

Reduce the amount of drug-related crime and street sales in target neighborhoods

Reduce the demand for drugs within the target neighborhoods

Increase access to substance abuse treatment and related services, individual crisis counseling and family counseling

Programs

- Coordinate legal remedies with law enforcement, SNAP, and CHA management to assure rapid and effective eviction of residents engaged in drug-related criminal activities
- Link patrol activities with those of officers assigned to act as agents of the CHA to reduce the number of persons loitering on CHA property for drug-related activities
- Assess and modify physical conditions of property to reduce loitering and criminal activities - fencing, lighting, and defensible space
- Establish a program to train residents in drug prevention programs which they can implement in their own communities
- Train and support a youth advisory council aimed at developing drug education and prevention programs focused on youth.
- Coordinate with SNAP and police for prevention activities
- Train residents in intervention strategies to increase the number of families seeking treatment
- Establish an In-Community Treatment Program for outpatient treatment
- Establish an After-care component to support families returning from treatment to reduce recidivism.
- Establish linkages with in-patient treatment for those who need more intensive treatment programs
- Provide job-training and employment services through a Step-up program operated in conjunction with the Employment and Training Department of the City of Charlotte
- Establish a Domestic Violence Victim's Treatment/Support Program

Results

- 42 drug-related evictions were consummated in 1993 Only one of every 8 drug arrests on CHA property involved a resident of public housing Ninety-eight (98) percent of those cases involving residents were prosecuted for eviction

- 520 persons engaged in illegal and drug activities were barred from CHA property in 1993 A total of over 1,600 people have been barred since 1991
- Security fencing has been constructed in Boulevard Homes and Tarlton Hills to reduce crime and drug activities
- Eight residents have been trained as Drug Education Specialists by the Drug Education Center Twenty of the residents have been trained and parent effectiveness educators
- Youth councils have been formed in 5 developments
- Eighty-three (83) residents have been trained as Community Assistance Specialists to help identify drug abuse problems and make appropriate referrals to treatment
- 529 persons participated in 12-Step Recovery Groups during 1993 and 390 persons were served throughout the In-Community Treatment Program
- The first drug-free baby was born to an ICT participant in December 1993

History of Crime Prevention in Public Housing

Research since the 1950's found crime rates in public housing neighborhoods to be 4 to 5 times higher than their middle-income counterparts The persistence of these findings has brought about various efforts to attack the crime problems over the years In the mid 1970's, the City of Charlotte, North Carolina and the Charlotte Police Department began to explore law enforcement strategies for addressing the crime rates in public housing Their efforts began in Dalton Village in 1976 retreated in 1978, and re-emerged in partnership with the Charlotte Housing Authority in Fairview Homes in 1980

In 1976-78, the City of Charlotte obtained a High Crime Neighborhood Grant from Law Enforcement Assistance Administration (LEAA) to place 10 police officers, a sergeant and two community service workers in Dalton Village The experiment had a small short-term impact on crime experiences which soon disappeared after the police patrol was removed The major impact of the program was on resident feelings of safety while the police were stationed within the community It did not have an impact on the incidence of crimes against person or drug abuse[1]

In 1980-82, the Authority received $716,000 for a comprehensive crime prevention program in Fairview Homes from HUD, Victim Assistance, the Alcohol, Drug Abuse, Mental Health Administration, Office of Juvenile Justice and Delinquency Prevention, and the Department of Labor for a youth employment program. This program integrated community policing with a comprehensive drug prevention and treatment program which trained residents to conduct the major program activities themselves It was one of only a handful of programs which successfully reduced crime during the demonstration period with a 32 percent reduction in crime experiences among the residents of the community [2]

When the federal dollars ran out in1983, the City of Charlotte, in partnership with the Z Smith Reynolds Foundation, contributed $50,000 each to keep the program going with little money We hired and trained residents to conduct victim assistance and crime prevention programs in Fairview Homes, Boulevard Homes, Dalton Village, Earle Village, Piedmont Courts and Southside Homes Crime rates in the developments dropped about 10 percent during that year

Based on the success of previous years, the City of Charlotte became the sole funding source at $75,000 per year in 1984 The reduced budget was reflected in a trimmed program. Staff concentrated on Piedmont Courts, Earle Village and Dalton Village Staff were residents from

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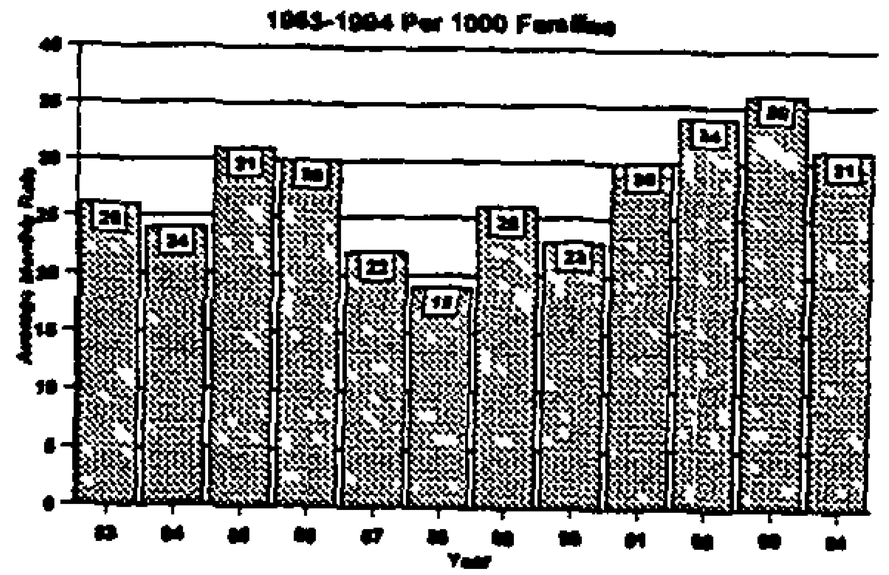
[1]John G Hayes, General L Ingalls, and Wayne A. Walcott, ***The Dalton Village High Crime Neighborhood Project: An Evaluation of Mini-Team Policing***, (Charlotte, NC University of North Carolina at Charlotte, 1978)

[2]John G Hayes, ***The Impact of Citizen Involvement in Preventing Crime in Public Housing*** (Charlotte, NC Housing Authority of the City of Charlotte, 1982)

the neighborhoods where the program operated. They concentrated on victim assistance and traditional crime prevention activities, such as Operation I.D

Crime rates during this early period responded to resident involvement and neighborhood-based approaches to prevention. As illustrated by the chart to the right, crime rates were dropping fairly consistently from 1983 through 1988-89 The jump in 1985 represented the introduction of powder cocaine into our developments and the beginnings of the drug wars But even with this pernicious beginning, we were able to keep crime from overtaking the communities the way it had in the late 1970's

Mean Monthly Rate for Part I Offense



The emergence of cocaine as the new drug on the streets in 1985 and 1986 brought a resurgence of crime in our developments

As early as 1984, staff members in Piedmont Courts warned that significant changes were taking place as a result of a new street drug trade. The emergence of cocaine as the new drug on the streets in 1985 and 1986 brought a resurgence of crime in our developments No one was prepared for the level of violence that was to follow In late October, 1985, the cocaine wars broke out in earnest as dealers shot it out over who would control "Hollywood Boulevard" in Piedmont Courts and Charlotte awoke to the reality of cocaine trafficking

. . . the partnership between the Police Department and the Housing Authority resulted in a 42 percent reduction in crime from 1985 to 1988.

The emergence of cocaine in public housing brought the reaffirmation of the partnership between the police and the Housing Authority The police department assigned four officers to patrol Piedmont Courts and the Authority hired an ex-police officer to work in conjunction with the police to investigate drug-related criminal activities

The resurgence of the partnership between the police resulted in a 42 percent reduction in crime rates from 1985 to 1988 This success became the model for continued efforts in other communitites as crack began to replace powdered cocaine in our developments

With the significant reduction of crime in our developments by 1987, we became relaxed The officers assigned to Piedmont Courts were reduced to 2 officers, and their patrol areas were expanded to include the Belmont Community, although 2 officers had been assigned to Fairview Homes by the end of 1988

By 1989, marihuana and powder cocaine had been replaced with crack cocaine, greater levels of violence and younger participants To respond to the shift in the nature of the crime problems in public housing the program underwent a significant transformation becoming the **Safe Neighborhood Awareness Program (SNAP).**[3] Part of the transformation was to ensure that *all* offense and arrest reports were investigated by program staff. *Instead of just offering* assistance to victims of crime in the targeted neighborhoods, staff began to work with managers and police to ensure that warning letters regarding illegal activities, especially drug related criminal activities, and other lease violations were sent to residents involved either directly or indirectly in these activities To ensure that such activities were not ignored and that appropriate actions were taken, the SNAP program took the lead in bringing the police into the community to meet with managers, residents, and staff to discuss these problems Working with the police ensured that the results of investigations were reported to management staff in a timely manner in order to help management make more informed decisions regarding the continued occupancy of residents engaged in these activities

At the height of the street drug activity, 4 officers were assigned to Fairview Homes/Dillehay Courts; 4 were assigned to Earle Village; and, 4 were assigned to Dalton Village/Boulevard Homes.

In 1989, 104 evictions were handled by the program with 72 of the evictions being for controlled substances Two community police officers were assigned to Fairview Homes to patrol that neighborhood in 1988 due to increased drug trafficking. Soon, other officers were assigned to work in Earle Village, Dalton Village and Boulevard Homes At the height of the street drug activity, 4 officers were assigned to Fairview Homes/Dillehay Courts, 4 were assigned to Earle Village, and, 4 were assigned to Dalton Village/Boulevard Homes

At the urging of our residents and the police, the CHA strengthened the Authority's motor vehicle rules to permit the towing of junked and abandoned vehicles and fines for residents and non-residents who violated parking and other motor vehicle rules This was done in an effort to reduce the number of hiding places for drugs, as well as to eliminate other vehicle practices associated with the drug trade

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[3]John G Hayes, ***The Resident Safety Department's Safe Neighborhood Awareness Program: A Program Manual*** (Charlotte, NC The Housing Authority of the City of Charlotte, 1988)

Similarly, the CHA and the police have led a campaign against the sale of fortified wines near our developments Starting in 1988, police, staff, and managers attempted to meet with every owner of the stores near our developments and to solicit their cooperation in dealing with the problem. Meetings were held with the ABC officers to discuss what we could do to address the nuisance created by those stores who specialized in sales of fortified wines to winos, inebriated customers and juveniles

Nearly two-thirds of all arrests of persons for drug activities in public housing are of non-residents.

At the same time, the CHA and police began advocating for policy changes to improve the handling of crime in our developments Nearly two-thirds of all arrests of persons for drug activities in public housing were of non-residents in 1988 As a consequence, the CHA established a stronger lease, enforcing trespassing rules and establishing other rules that would give the police and staff the authority to deal with residents who were harboring drug dealers and to remove suspected drug dealers from our property The CHA and the police met with local judges and representatives from the district attorney's office to ensure that cases involving trespass or incidents in public housing developments were not voluntarily dismissed At their urging, the CHA initiated a process for barring offenders from all of the developments and as well as the surrounding neighborhoods

Along with these efforts, the CHA was bolstered by the receipt of Drug Elimination funds from HUD The initial focus of the grant and new staff was on legal remedies to the drug problems in our developments Police officers were assigned as liaisons to patrol the neighborhoods as a more permanent solution to the need for increased police presence and effectiveness in public housing neighborhoods

In 1990, the SNAP program worked with the Commissioners and our Attorney to request that the police be allowed to act as our agents on our property. By April 1991, every police team had assigned at least two police officers as agents to patrol the developments within their team area. We now have over 30 officers who officially act as our agents and regularly patrol our developments at no cost to the Authority or HUD.

In 1990, the SNAP and Drug Elimination programs worked with the Commissioners and our Attorney to request that the police be allowed to act as our agents on our property By April 1991, every police team had assigned at least two police officers to patrol the developments within their team area. We now have 16 officers assigned as liaisons but over 30 officers who officially act as our agents and regularly patrol our developments Along with the increase in

patrols came an aggressive effort to bar those engaged in drug-related activities from *all Authority property* Today, over 1,600 non-residents have been permanently barred from Housing Authority developments

Resident Involvement

Crime prevention in public housing in Charlotte has always been predicated upon resident involvement in the programs that were being offered You cannot impose crime prevention on the community, it must come from within the community itself otherwise things will return to the way they were before the police and CHA became involved

In 1990, the SNAP program was recognized nationally by the Eisenhower Foundation as one of the five best community crime prevention programs in the country because of its involvement of residents in its programs[4] Residents are hired and trained in the major roles in the community They attend planning meetings and work closely with the police and staff to identify both problems and solutions to those problems

The emphasis on hiring and training residents from within the developments has proven to be a successful model. Residents can more readily reach out to their neighbors to get them involved in programs than persons unfamiliar with public housing neighborhoods. The residents know what is going on and who is involved They are less tolerant of questionable behavior than someone who doesn't live there and who is not familiar with the situation. Outsiders are more likely to be sympathetic and be less demanding because of the circumstances that the residents face

The partnership between residents and the police has lessened residents' fears of crime in their neighborhoods and strengthened a delicate relationship Between 1992 and 1994, resident's fears of walking out of their apartment during the day decreased 51 percent, while their belief that the police are very interested in helping them increased 50 percent Residents' confidence in the police to protect them increased 61 percent in the same time period Today, only 23 9 percent of the residents say there are areas in their neighborhood where they are afraid to walk during the day; 42 percent say there is less crime than a year ago while 24 5 percent say crime rates have remained the same Eighty-six (86) percent indicate that they have been involved with the police and CHA in helping prevent crime in the last year Eighty-five (85) percent say they have a great deal of respect for the police who patrol their neighborhood Residents are truly beginning to have confidence in, trust, and work with police officers to combat crime in their neighborhoods

This shows up in the fact that only 15 percent report being a victim of a crime last year This contrasts with 32 percent two years ago With assistance from the City and the Police Department, Charlotte's public housing residents enjoy a degree of safety and services that is rare in the larger housing authorities throughout the country

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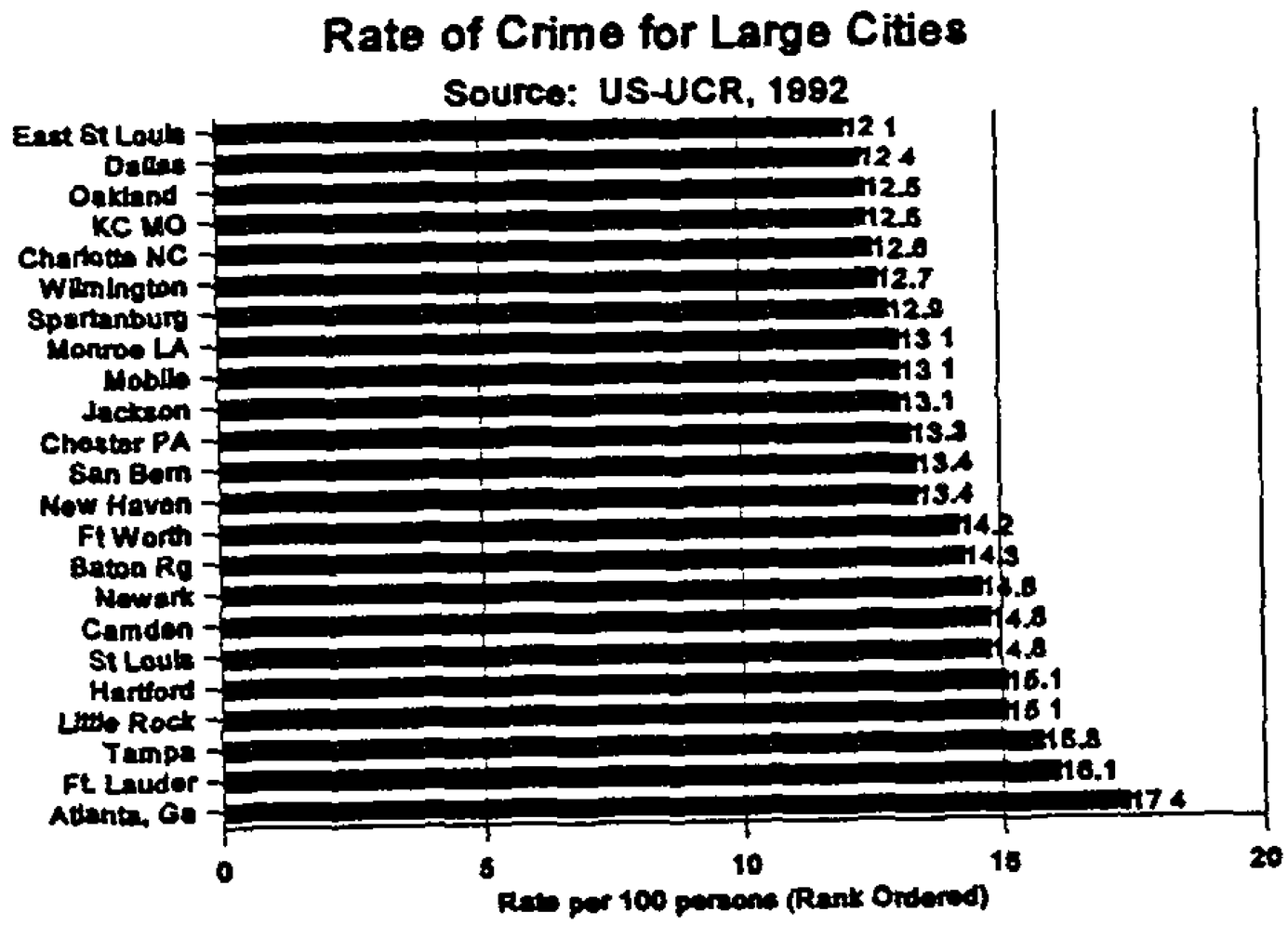
[4]Milton S Eisenhower Foundation, *Youth Investment and Community Reconstruction: Street Lessons on Drugs and Crime for the Nineties.* Washington, D C. Milton S Eisenhower Foundation, 1990.

LOOKING TO TOMORROW:

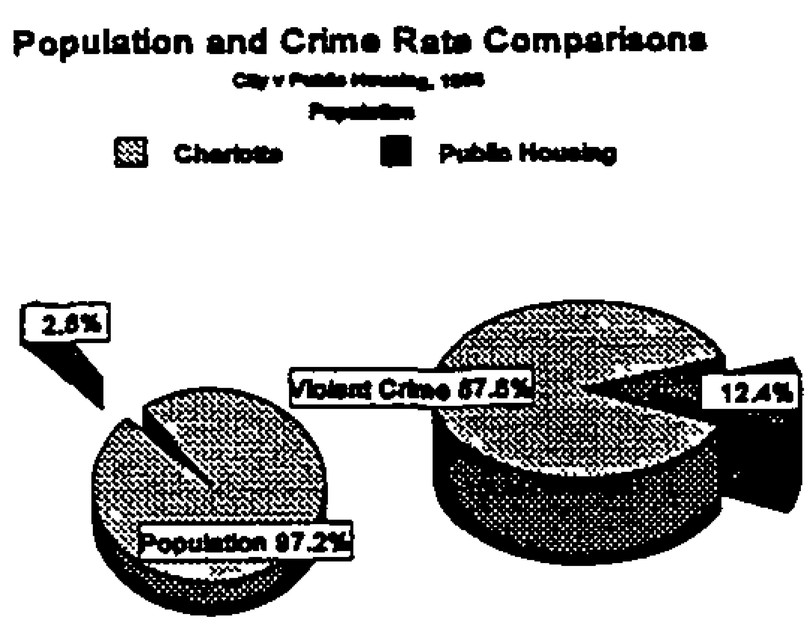


In spite of all the positives we have outlined above, we sit precariously on the tip of the trend toward increasing crime, we could easily continue the trend toward increasing crime rates and return to the 1970's when nearly 50 percent of the residents were victims of crime or we can reassert control and prevention to bring the crime rates back down. According to a study by the Public Housing Authorities Directors Association, dated June 17, 1994, the City of Charlotte has the 19th highest crime rate out of 159 other cities with more than 1,250 units of public housing We must reverse this trend

Rank	City	Rate	Rank	City	Rate
1	Atlanta	4,123	10	Flint, MI	2,708
2	Miami	3,951	11	Washington	2,640
3	St Louis	3,908	12	Oakland, CA	2,628
4	Little Rock	3,328	13	Kansas City	2,540
5	Tampa	3,294	14	Birmingham	2,520
6	San Berna	3,228	15	Las Vegas	2,465
7	Baton Rge	3,036	16	Los Angeles	2,398
8	Baltimore	3,022	17	Orlando	2,376
9	Detroit	2,802	18	Charlotte, NC	2,337

According to another study published by the Charlotte Observer, June 5, 1994, Charlotte ranks 18th most violent among the large cities in the country This ranking is based on murders, rapes,

robberies and aggravated assaults in 1993 per 1000 population. The list of the first 18 most violent cities is displayed in the table above



Although public housing represents only 3 percent of the households, 12 4 percent of the violent offenses occurring in Charlotte occur in public housing developments This is echoed in the number of calls to the police for various types of violent incidents

- 12 percent of domestic disturbance calls are from public housing.
- 8 percent of calls reporting assaults and persons with guns come from public housing.
- 27 percent of the homicide calls come from public housing

The disproportionate share of crime experienced by public housing residents in the last three years is further illustrated by comparing the rates of crime per 100,000 population between the public housing developments and the City If public housing and the City had the same number of people (100,000), the crime rate in public housing would be 4 4 times greater than the rate for the City of Charlotte This is illustrated in the following table provided by the N C Department of Crime Control and Public Safety on June 10, 1994

Charlotte Crime Rates and Calls for Service per 100,000 Population, 1993		
Type of Offense/Incident	Public Housing	City of Charlotte
Murder	312	36
Rape	108	72
Robbery	924	840
Assault	9540	1512
Violent Crime Total	10872	2448
Burglary	2160	2424
Arson	108	144
Property Crime Total	2268	2568
Domestic Calls for Service	33036	8076
Disturbance Calls	15492	8844
Person with Gun Calls	9228	3276
Total Calls for Service	57,756	20196

LIVING AMONG THE MOST VIOLENT: There are 4,994 children under 17 years of age living in the Charlotte Housing Authority's largest and most economically depressed neighborhoods [5] Piedmont Courts, Southside, and Earle Village were listed as among the top 8 most violent communities in Charlotte in the *Charlotte Observer*, Sunday, June 5, 1994 Fairview Homes (39th most violent) is adjacent to Genesis Park (the most violent community) and used to own the distinction of most violent until the last few years. Other public housing developments listed among the most violent neighborhoods in Charlotte are Grier Heights/Villa Courts (11th), Biddleville/Tarlton Hills (12th), Cherry/Tall Oaks (26th), Boulevard Homes (27th), Dalton Village (29th), Tryon Hills/Dillehay Courts (30th), Smallwood/Belvedere Homes (37th), Coliseum Drive (38th), Washington Heights/Mayfield Terrace (40th) These children grow in an environment in which their role models are alienated from formal education and where serious behavior problems are manifested in violence, drug dealing and usage, teenage and pre-teen pregnancy, domestic violence, child abuse, sexual abuse, prevalence and access to weapons, assaults and chronic unemployment. Over half of the children from these environments are retained either in Kindergarten or First Grade, primarily for behavioral problems that have interfered with learning. Nearly half will have dropped totally out of school by age 16 and almost half of those who make it to high school will not graduate (Out of nearly 300 18-year-olds living in our developments in 1994, fewer than 60 graduated or are expected to graduate from high school) Of those who drop out, the majority will have some negative contact with the police or courts before age 16. Of the 2,912 petitions filed in Juvenile Court for the period July 1, 1993 through June 21, 1994, we estimate that more than 600 of those petitions involved public housing youths based on calls for service to the police, incident reports received by the Charlotte Housing Authority and conversations with the Juvenile Court Counselors

> 13 of Charlotte's 25 public housing neighborhoods rank among the City's 40 most violent neighborhoods! Piedmont Courts, Southside Homes, and Earle Village rank among the top 8 in violence.

The next few pages of charts and graphs summarize the level of crime and violence in our developments

[5]The seven largest developments have 2,248 households with an average total family income of $5,561 per year

OFFENSES AND ARRESTS REPORTED AT ADDRESS RANGES LISTED FOR HOUSING AUTHORITY COMMUNITIES — REPORT FOR THE THIRD QUARTER (JUL - SEP), 1994

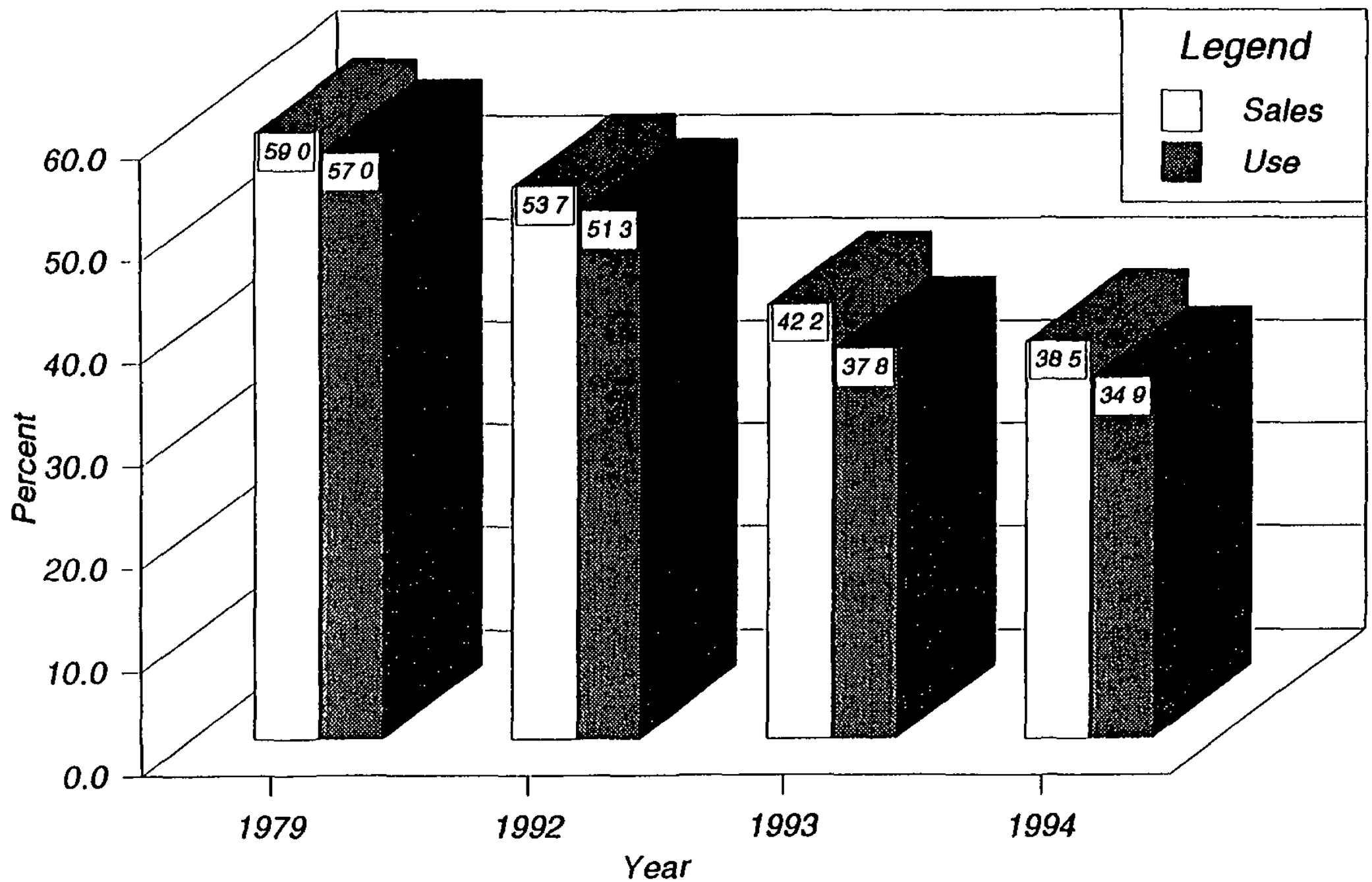
(Report also Includes Year-To Date 993 1994 Totals)

Name of the Development	Offenses Reported This Qtr	Offenses Same Qtr Last Year	Quarterly Percent Change	Offenses This Year to Date	Offenses Last Year to Date	Yearly Percent Change	Arrests Reported This Qtr	Arrests Same Qtr Last Year	Quarterly Percent Change	Arrests This Year to Date	Arrests Last Year to Date	Yearly Percent Change
Belvedere Homes	54	46	17 4%	120	110	9 1%	13	16	-18 8%	55	58	-5 2%
Boulevard Homes	54	54	0 0%	161	217	-25 8%	11	31	-64 5%	50	94	-46 8%
Cedar Knoll	7	12	-41 7%	38	44	13 6%	1	5	-80 0%	18	14	14 3%
Charlottetown Terr	4	6	33 3%	12	17	-29 4%	0	1	-100 0%	4	2	100 0%
Tall Oaks (Cherry)	6	8	-25 0%	16	32	50 0%	10	3	233 3%	27	12	125 0%
Clinton Square	11	12	-8 3%	41	35	17 1%	6	10	-40 0%	24	23	4 3%
Claremont (Coliseum)	14	21	33 3%	46	51	-9 8%	4	12	-66 7%	15	21	28 6%
Dalton Village	50	83	-39 8%	189	220	-14 1%	21	34	-38 2%	76	74	2 7%
Dillehay Courts	32	47	31 9%	89	93	-4 3%	10	13	23 1%	19	36	-47 2%
Downs (West Downs)	0	2	-100 0%	3	4	25 0%	0	2	-100 0%	1	4	-75 0%
Earle Village	108	174	37 9%	347	393	-11 7%	58	68	-14 7%	240	188	27 7%
Edwin Towers	6	2	200 0%	15	11	36 4%	1	0	0 0%	5	1	400 0%
Fairview Homes	62	80	22 5%	202	203	-0 5%	33	43	-23 3%	109	132	-17 4%
Gladedale	3	7	57 1%	16	21	-23 8%	0	1	-100 0%	3	7	-57 1%
Glen Cove	4	4	0 0%	12	8	50 0%	0	1	-100 0%	2	5	-60 0%
Grove Place	3	5	-40 0%	11	11	0 0%	0	0	0 0%	4	3	33 3%
Hall House	9	12	-25 0%	27	29	-6 9%	5	3	66 7%	20	17	17 6%
Leafcrest	10	7	42 9%	22	13	69 2%	1	1	0 0%	10	2	400 0%
Live Oaks	9	12	25 0%	18	20	-10 0%	0	0	0 0%	1	3	-66 7%
Mallard Ridge	2	2	0 0%	14	15	-6 7%	2	2	0 0%	2	4	50 0%
McAlpine Terrace	0	1	100 0%	0	1	-100 0%	0	0	0 0%	0	0	0 0%
Meadow Oaks	5	6	-16 7%	13	17	-23 5%	0	0	0 0%	0	2	-100 0%
Oak Valley	4	6	33 3%	14	13	7 7%	1	0	100 0%	2	0	100 0%
Parktowne Terr	0	0	0 0%	0	0	0 0%	2	0	100 0%	2	0	100 0%
Piedmont Courts	41	43	-4 7%	96	147	-34 7%	29	37	21 6%	77	83	7 2%
Pine Valley	14	13	7 7%	43	47	-8 5%	7	11	-36 4%	45	54	-16 7%
Pitts Drive (Mayfield)	2	1	100 0%	6	6	0 0%	1	0	100 0%	3	1	200 0%
Pleasant View	3	9	-66 7%	24	29	-17 2%	4	6	-33 3%	13	10	30 0%
Robinsdale	5	4	25 0%	12	5	140 0%	2	0	100 0%	2	3	-33 3%
Savannah Woods	4	7	-42 9%	24	19	26 3%	8	2	300 0%	17	8	112 5%
Seneca Woods	0	2	-100 0%	9	5	80 0%	0	1	-100 0%	1	6	-83 3%
Shelton Knoll	0	4	-100 0%	16	23	-30 4%	1	0	100 0%	8	5	60 0%
Southside Homes	76	97	-21 6%	222	262	-15 3%	26	33	-15 2%	89	92	-3 3%
Strawn Apartments	6	9	-33 3%	21	27	-22 2%	1	1	0 0%	5	5	0 0%
Sunridge	10	12	-16 7%	22	29	-24 1%	3	2	50 0%	3	5	-40 0%
Swan Run (Brighton)	7	10	-30 0%	14	28	-48 2%	3	2	50 0%	4	5	20 0%
Tarlton Square	9	3	200 0%	40	18	122 2%	5	2	150 0%	17	7	142 9%
Victoria Square	2	4	-50 0%	19	17	11 8%	0	0	0 0%	4	5	-20 0%
Villa Courts	19	8	137 5%	54	33	63 6%	1	8	-87 5%	8	12	-33 3%
Wallace Woods	6	4	50 0%	17	18	-5 6%	2	0	100 0%	5	4	25 0%
Wilkerson Apts	0	2	-100 0%	2	8	-66 7%	0	0	0 0%	0	1	-100 0%
Total	661	841	-21 4%	2067	2295	-9 9%	274	351	21 9%	988	1008	-2 0%

Offenses/Arrests Inlcude only those reported to the Charlotte-Mecklenburg Police Department
Please note that the offense totals in this report are based on UCR counts, *as in the monthly Index crime report*
Areas reporting no activity will not appear in this listing Address ranges are those provided by the Housing Authority
to the Crime Analysis Bureau in May *1994* Data *in this report has not been verified manually*

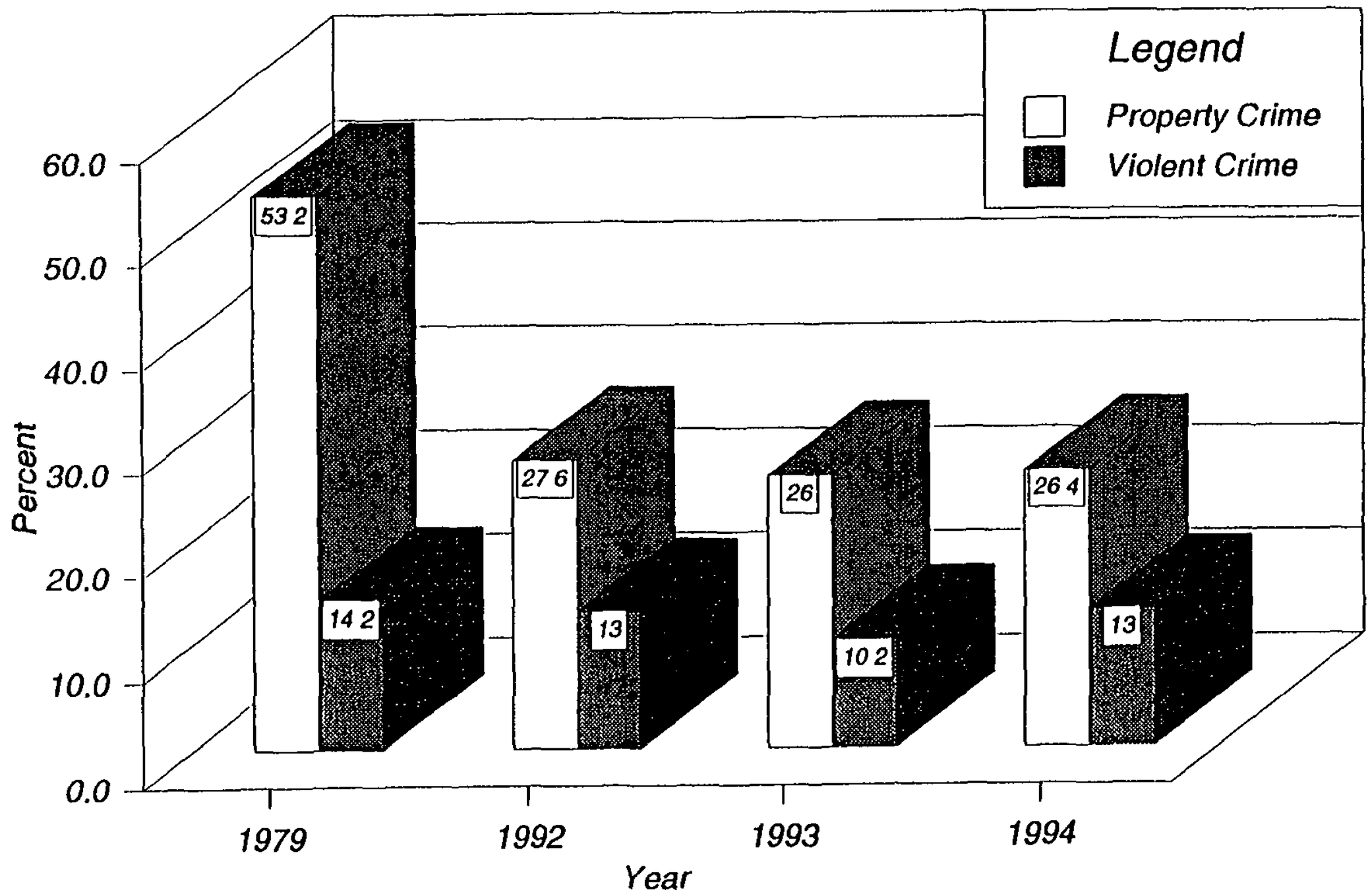
Percent Saying Drug Use and Sales a Major Problem

Resident Surveys Conducted Summer 1979, 1992, 1993 and 1994



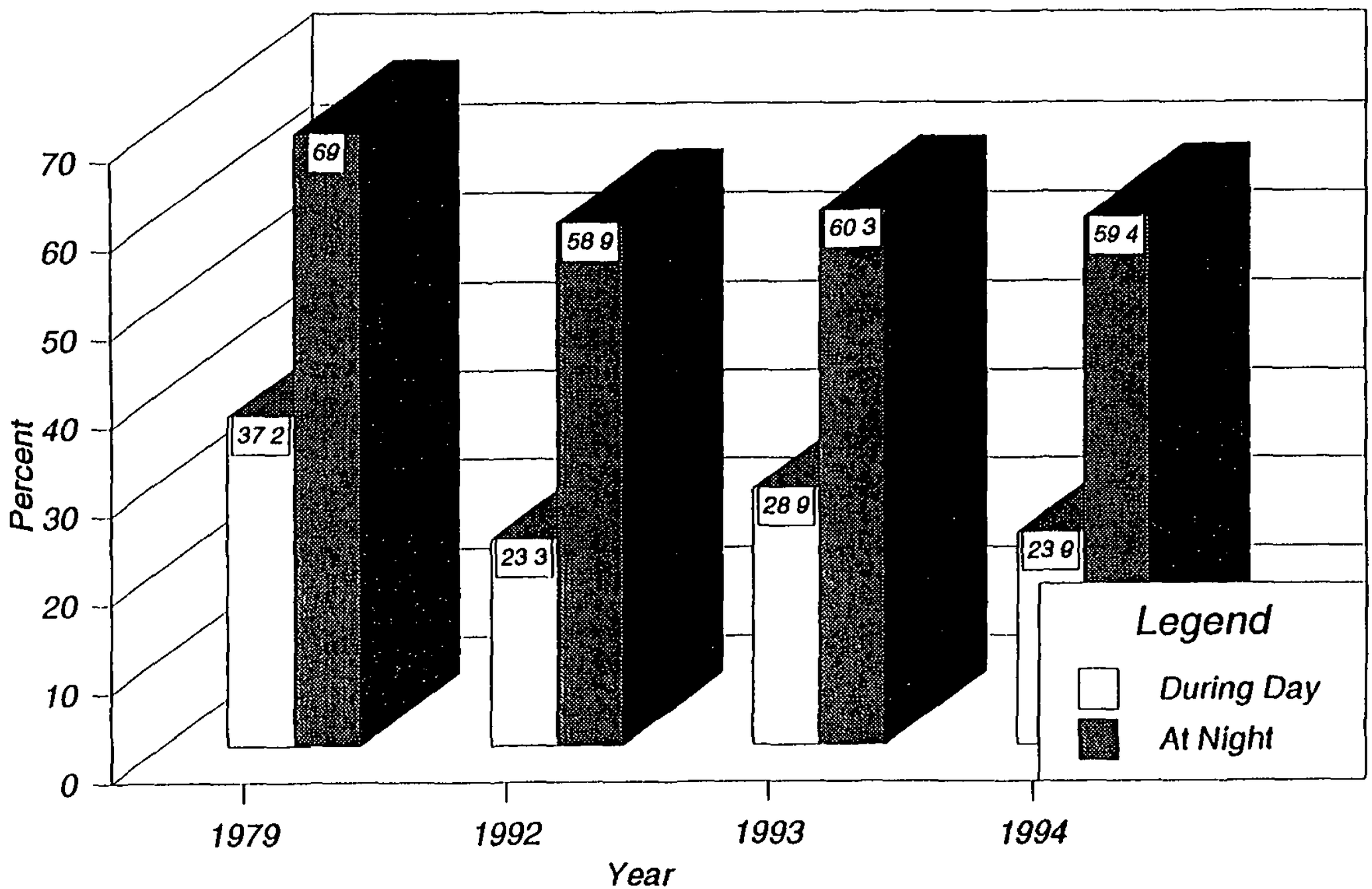
Percent Victimized by Violent and Property Crimes

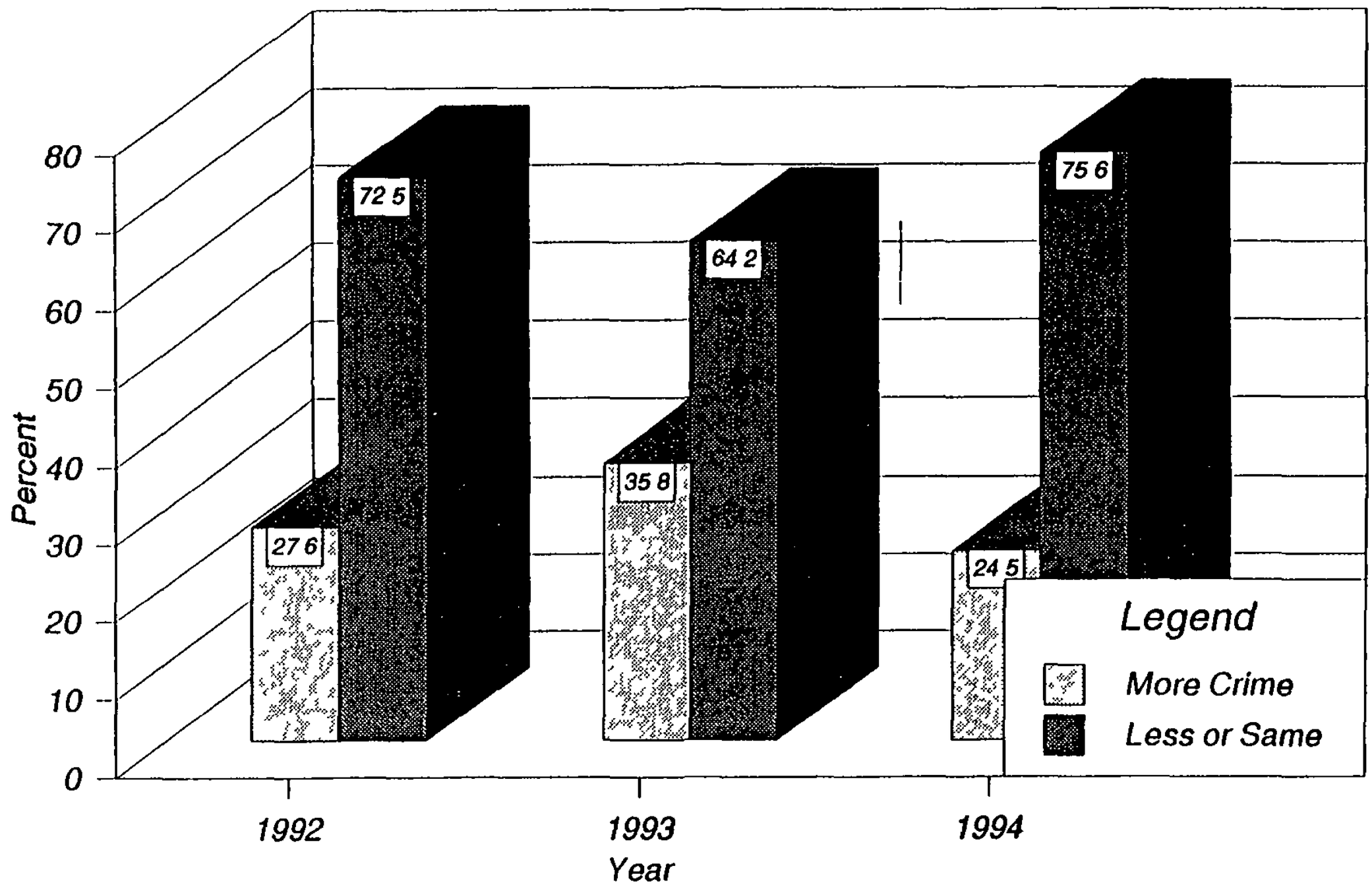
Resident Surveys Conducted Summer 1979, 1992, 1993 and 1994



Percent Afraid to be Out During Day or At Night

Resident Surveys Conducted Summer 1979, 1992, 1993 and 1994



Percent Saying Crime is Same or Less than Last Year

Resident Surveys Conducted Summer 1992, 1993 and 1994