

(R-88-2087)

RESOLUTION NUMBER R- 271046

ADOPTED ON MAY 31 1988

WHEREAS, the Police Department of The City of San Diego desires to undertake a project designated "Problem-Oriented Approach to Drug Abuse," to be funded by funds made available through the Anti-Drug Abuse Act of 1986 for the Anti-Drug Abuse Program administered by the Bureau of Justice Assistance and the Police Executive Research Forum; and

WHEREAS, the City Manager by and through the Chief of Police submitted a grant proposal to the Bureau of Justice Assistance and Police Executive Research Forum on November 30, 1987; and

WHEREAS, the City was informed on February 2, 1988 that The City of San Diego was awarded the grant and thereby selected to be one of four participants nationwide in the Problem-Oriented Approach to Drug Enforcement Project; NOW, THEREFORE,

BE IT RESOLVED, by the Council of The City of San Diego, that the City Manager be and he is hereby authorized and empowered to accept the grant set forth in Attachment "A" hereto from the Bureau of Justice Assistance; he is authorized to execute the Grant Award for anti-drug abuse purposes including any extensions on amendments thereof, as awarded to said City; and he is further authorized to accept the grant funds and expend same for the above purpose.

BE IT FURTHER RESOLVED, that The City of San Diego shall comply with all provisions required for said project, including

any amendment thereof, under the Anti-Drug Abuse Program and the rules and regulations of the Bureau of Justice Assistance; and

BE IT FURTHER RESOLVED, that any grant funds received hereunder shall not be used to supplant expenditures controlled by this body.

APPROVED: John W. Witt, City Attorney

By *Nina B. Deane*  
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Deputy City Attorney

NBD:lfs  
04/18/88  
Or.Dept:Police  
R-88-2087

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**THE PROBLEM-ORIENTED APPROACH  
TO DRUG ENFORCEMENT**

**Application Package**

The Problem-oriented Approach to Drug Enforcement Project is a Bureau of Justice Assistance program administered, under a cooperative agreement, by the Police Executive Research Forum. Four law enforcement agencies will be selected for participation. This paper answers a number of questions that about this project and how to apply for participation. Though it should be read in its entirety you may want to use this list of commonly asked questions to find answers quickly.

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Administered under a Cooperative Agreement between  
The Bureau of Justice Assistance, and



THE POLICE EXECUTIVE RESEARCH FORUM  
2300 M STREET, N.W., SUITE 910, WASHINGTON, D.C. 20037 (202) 466-7820

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## SUMMARY

Problem-oriented policing is a strategy for delivering services that involves the identification and careful analysis of problems, and then the development and evaluation of tailor made solutions to these problems. These problem-solving activities are performed by patrol officers and detectives as an everyday part of their job. Using a problem-oriented approach a law enforcement agency does not just have its officers respond to calls for service. Instead a problem-oriented law enforcement agency defines service as looking for problems that are of concern to members of the public and communities, and after careful analysis, building a solution that will, in many cases, involve the cooperation of other public and private agencies and individuals. This approach has been found to be successful when used in a number of agencies on a wide array of problems.

One group of problems is of particular concern to the public: drugs. In order to find new and effective methods of dealing with drug problems, the **Bureau of Justice Assistance (BJA)** has funded a project to apply problem-oriented policing to drug enforcement. The **Police Executive Research Forum** is administering the project.

Four law enforcement agencies will be selected to participate after the Forum and BJA review application proposals. To be selected the proposals to apply problem-oriented policing to drug enforcement must meet five criteria.

- "To develop a community/police organizational structure for implementing the program.
- "To generate a community-based data collection system for selected controlled substance abuse indicators.
- "To implement a method for correlation and analysis of controlled substance abuse data with census tract demographic data.
- "To utilize a method which will yield information from line officers and department support services together with data from the community that will allow for problem assessment and a coordinated response to the problem.
- "To develop a weighting system to establish and demonstrate the relationship between controlled substance and serious criminal activity."

The 15 page or less proposal should include brief descriptions of:

- a. The agency and jurisdiction

- b. The drug problems in the jurisdiction
- c. How the project will be implemented
- d. Changes useful for applying a problem-oriented approach
- e. Procedures to be used to preserve integrity
- f. How the effectiveness of drug problem-solving efforts will be measured
- g. How project funds will be spent

Applications must include a letter from the chief executive (chief, sheriff, or public safety director) indicating support for the project. Applications accompanied by a letter of support from the appointed or elected head of local government will rated higher.

Send proposals to:

Police Executive Research Forum  
2300 M Street, NW Suite 910  
Washington, DC 20037  
Attention: problem-oriented drug enforcement

Applications will be reviewed by the Forum and the Bureau of Justice Assistance will make the final selection.

Once the four sites have been selected, they will be asked to submit a budget to the Bureau of Justice Assistance for review and approval. The Bureau of Justice Assistance must approve this budget before an agency can make expenditures of Federal funds from this project.

Additional details and other information on problem-oriented policing, applying for participation, and how the project will be conducted are provided below.

### THE PROBLEM-ORIENTED APPROACH TO DRUG ENFORCEMENT PROJECT

Over the last 20 years researchers and police practitioners have shown that the current way of delivering services is neither particularly effective nor efficient. Studies of random patrol (Kelling and others, 1974), rapid response (Kansas City Police Department, 1980; Spelman and Brown, 1981), and investigation (Greenwood and Petersilia, 1975; Eck, 1982) showed that at its best, a police department can have only limited impact on crime, fear, and citizen satisfaction if it adheres to

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a totally reactive approach to dealing with calls. Instead, research has suggested the police may enhance effectiveness if officers are deployed more flexibly and seek out patterns of incidents that can be addressed.

During this same period the police were trying to restructure their relationship to the public. Increasingly, law enforcement agencies have sought out ways to improve communications and trust between themselves and minority communities. As they did so, police agencies found that these groups had concerns and needs that were not being addressed by standard police practices. In fact, it became apparent that most communities had concerns and needs to which the police were not attending. To address these demands, police organizations tried a variety of new programs: foot patrols, mini-stations, neighborhood watch, and so on. But it increasingly became apparent that most of these programs were focused on small speciality functions within the organization. What was needed was an agency-wide method for effectively dealing with problems confronting communities.

Police management philosophy also was changing. Like other parts of the U.S. labor force, police employees were demanding greater involvement in department decision-making. Recruits were increasingly better educated and had more diverse backgrounds than their predecessors. Spurred on by examples from private industry where some were switching from an authoritarian, hierarchical management structure to a participative, collegial approach, police executives began to experiment with ways of opening up their agencies through such techniques as *ad hoc* committees (or task forces), decentralized decision-making, and promoting more open discussion of agency policies. Still, the day-to-day work of agencies--"call handling"--was not the subject of much creative and innovative thinking on the part of street officers.

All of this research and organizational change was occurring semi-independently, and, until recently, the findings were not assembled into a coherent view of how the police should function. Herman Goldstein's theory of problem-oriented policing provided the framework to pull these various strands of findings together. In his 1979 article, Goldstein stated that the principle function of the police is to deal with problems; "the incredibly broad range of troublesome situations that prompt citizens to turn to the police...." This means looking beyond individual incidents the police handle to address the conditions that give rise to these events. To deal with problems, Goldstein advocated thorough analysis and a broad search for solutions that are not limited to the tactics police normally use to handle incidents (Goldstein, 1979).

Since this first description of the theory, several agencies have experimented with this approach, developing the concept further. In Madison, three problems--drunk driving, repeat sexual assaults, and the mentally-ill--were addressed in order to develop better police policies (Goldstein and Susmilch, 1982). In London, four police divisions addressed problems (Hoare and others, 1984). In Baltimore County three squads of officers were established to address fear problems (Cordner, 1986

and Taft, 1986). These efforts demonstrated that careful analysis by officers could successfully address problems; however, all of these projects involved small groups of officers operating outside of normal street assignments.

How well would problem-oriented policing work when implemented agency wide? This question motivated the National Institute of Justice to fund a study, in Newport News, of how problem-oriented policing could be implemented agency wide. The results of this study indicate that with proper guidance and support officers can address problems as part of their normal routine, and their efforts can be very effective in controlling problems (Eck and Spelman, 1987). An extension of this project is currently underway in Clearwater, St. Petersburg, and Tampa Florida; and in another project being conducted by the Police Executive Research Forum, the Baltimore County Police Department is studying the interrelationships of differential police response, directed patrol, and problem-solving.

**A central component of problem-oriented policing is tailoring a solution to fit the problem. This requires careful analysis and precise definition of the problem. Instead of trying to solve "The Robbery Problem", for example, officers would break this "meta-problem" into smaller problems, such as "prostitution-related robberies in a three block area on a major street", or "filling station robberies, after dark in low traffic areas", and so on. After a careful analysis of the characteristics of these localized problems, officers look for solutions tailored to the attributes of each problem. In this manner, effective solutions are more likely to be developed.**

### **A Problem-Oriented Approach to Drugs**

The success of the Newport News police in addressing a wide variety of problems makes it an attractive approach for dealing with drug problems. Problem-oriented policing offers an approach to dealing with drugs that may have a substantial impact where drug abuse and distribution create the greatest harm--at the neighborhood level. Moreover, it is an approach that involves the entire agency, not just the narcotics or vice squads. It is an approach to police work that promotes close police/citizen relations. And it is an approach that requires officers to tailor solutions to the unique characteristics of each problem after careful analysis to determine these characteristics.

Under a problem-oriented approach, an agency would not address something as broad and amorphous as the "drug problem"--which is really a class of problems--all at once, but would instead address the individual problems that make up this class. For each of these problems a careful analysis should be conducted by police officials. Such an analysis should include interviews of community residents and business leaders, discussions with other local agency officials, collation of crime and other data, as well as other information gathering activities. Based on this analysis the goals and objectives of the anti-drug effort should be detailed, an enforcement effort planned, and effectiveness (impact) measures designed. In this way successes

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can be achieved and progress measured. Such an effort can minimize the likelihood that the problem will reappear in the same place or surface in another location.

This project will apply problem-oriented policing to drug related problems in four jurisdictions over a 24 month period. Although the project's immediate goal is to demonstrate how drug related problems can be addressed in this manner, we must note that it will provide the opportunity to introduce and further test problem-oriented policing in these agencies. It will also provide agencies and policing with information and experience which can be used to address all problems which the public expects the police to handle. Though drug abuse creates and contributes to a large number of problems, the police and the public confront a variety of other, non-drug related problems. If this project is successful the knowledge and experience gained will provide additional support for widespread adoption of a concept that many believe is a practical means of increasing the efficiency and effectiveness of police service delivery.

### **Operating Principles of This Project**

This project is based on six propositions that come from the Forum's experience with developing problem-oriented policing in Newport News. These propositions are:

**1. All levels in the department should be involved.** Police officers in all operational units possess a great deal of information about problems. Since drug related problems are so pervasive, most officers and supervisors will have knowledge about this class of problems. Their involvement will be needed in order to put this information to use. The large number of drug related problems confronted by the public and the police in any jurisdiction makes the job of handling them too large for specialist groups. In addition, involving the entire agency greatly facilitates cooperation and coordination among parts of the police agency. Finally, if this project is to be a step toward getting officers and supervisors to address other problems than just drug problems, wide involvement of department members is needed.

**2. Officers and first line supervisors need decision-making authority.** Problem-solving requires that the agency work to foster innovative and creative approaches to addressing problems. This means that officers and supervisors must be able to collect information from a variety of sources and draw conclusions from them. Furthermore, officers and supervisors must be able to develop and implement solutions that fit the problem. And very often this will require these department members to work with agencies and groups outside the police department. They must not only have the authority to do so, but must have the backing of their commanders.



**3. The scale of problem-solving efforts must be appropriate.** If a problem is too big it cannot be addressed. Officers feel frustrated at seeing little or no progress. And the public has no perception of anything being done about the problem. As a consequence agencies are tempted to use process statistics--like street value of drugs seized or number of arrests made--that do not show the impact on the problem, instead of effectiveness data that demonstrates the reduction or absence of the problem. If the problem is too small, however, the solution is trivial, having little impact on the underlying harm. The project will focus attention on problems that can be handled and that are important.

**4. Focus on effectiveness.** Problem-oriented policing focuses attention on police effectiveness, addressing the concerns of the public. In the context of drug related problems we must address the harm that drug abuse and distribution creates in a community. Unless harm is reduced the problem-solving effort is not successful. In the drug abuse context, harm may include fear of neighborhood residents in going to a local store, drug ripoff robberies, intimidation of citizens by local gangs financed by drug sales, robberies and burglaries conducted to finance drug purchases, or injuries and deaths associated resulting from conflicts among dealers, as well as other concerns.

**5. Local definition of drug problems.** The goals and objectives of a drug enforcement effort have to be structured with the needs and demands of the local community in mind. For example, one drug problem might be robberies of white college and high school students going to a predominantly black area to purchase cocaine. Though the police may be concerned with cocaine dealing and drug related robberies, members of the community where the drug dealing is taking place may be more concerned with street dealers intimidating local shoppers and merchants. If the local community's problem goes unaddressed an effort to control drug dealing in the area will have little long term impact. With strong community support resulting from addressing community concerns, it is more likely that enforcement efforts will succeed at substantially reducing both problems with longer lasting affects.

**6. Need for careful analysis and tailored solutions.** Problem-oriented policing increases the effectiveness of police efforts by making sure that the solution to the problem is appropriate to the specific characteristics of the problem. Although many cities share similar drug problems, and many drug enforcement tactics are useful for combating them, part of the reason drug enforcement efforts have not been as successful as hoped is that these generic tactics are applied without taking into account the specifics of each problem. For example, buy-and-bust, undercover work, and informant directed investigations are widely used tactics, but seemingly have had little impact on the problem. This is in

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part due to the general lack of analysis of drug problem so that the most appropriate tactics for the circumstances can be applied. This is also partially a result of using only a limited number of tactics to address these problems. Drug control efforts seem to focus on controlling supply or controlling demand, but seldom is an integrated approach taken that is based on systematic analysis of the drug markets, consumption patterns, sales strategies, and other factors. Through careful analysis and tailored solutions by the officers who are most familiar with the problems, those in patrol and investigations, the effectiveness of the solutions is likely to be better than has been true in the past.

In summary, the entire department must be involved in the anti-drug efforts, officers and supervisors must be given greater decision-making authority in finding methods for controlling drug dealing, these methods must be geared to finding responses that are effective, and these methods must be applied to localized and specific problems that are of community concerns, and finally, careful analysis must precede development of a tailored response to a problem. **Proposals for participation must be based on these propositions.**

#### **Applying for Participation & Funding**

In accordance with the Department of Justice, Bureau of Justice Assistance program notice in the Federal Register (volume 52, no. 53, page 88665) up to four sites will be selected to undertake a problem-oriented approach to drug enforcement.

#### **Criteria for Selection.**

The notice lists five criteria that agencies will have to meet for selection. Agencies will be assessed on their ability to:

- "To develop a community/police organizational structure for implementing the program.
- "To generate a community-based data collection system for selected controlled substance abuse indicators.
- "To implement a method for correlation and analysis of controlled substance abuse data with census tract demographic data.
- "To utilize a method which will yield information from line officers and department support services together with data from the community that will allow for problem assessment and a coordinated response to the problem.

- "To develop a weighting system to establish and demonstrate the relationship between controlled substance and serious criminal activity."

Because this program will require cooperation among police organizational units, and among public and private agencies, participation requires the strong support of the chief executive of the police agency and the city or county manager or the elected head of the governmental unit the police agency serves.

Law enforcement agencies seeking participation in this project should submit proposals, of 15 pages or less, describing how the agency would participate in this project. Although applicants' proposals will be judged in part by how consistent they are with the operating principles listed above, there is a great deal of flexibility available in terms of how these principles can be applied to drug enforcement. For example, an agency could focus its efforts on one type of drug, or concentrate its efforts on drug problems in one part of its jurisdiction. Applications should include brief but specific descriptions of:

- a. The agency and jurisdiction--**In addition to the normal descriptive material, applicants should describe attributes of the department (practices, policies, procedures, organization structures, etc.) or jurisdiction (local government management, community group activities, etc.) that would support and foster a problem-oriented approach;
- b. The drug problems in the jurisdiction--**This should include a brief summary of the types of drugs that are common in the area and are considered serious problems, characteristics of drug users and dealers, and an overview of the methods by which these drugs enter the jurisdiction and are distributed);
- c. How the project will be implemented--**This description should highlight how this approach will be applied in your jurisdiction. For example, a large agency may want to focus on one part of the city or county, or this project may be directed to one type of drug (eg., heroin or cocaine).
- d. Changes useful for applying a problem-oriented approach--**These may include, but are not limited to, changes designed to free up patrol and detective time, enhance first line leadership and discretion, analyze and use information, improve cooperation and communication within the agency, coordinate actions with other public and private organizations, work with community groups, and so on;
- e. Procedures to be used to preserve employee integrity--**Outline areas of possible vulnerability, the measures that are being used, and new measures that could be used to reduce the risks of officers' misconduct;

**f. How the effectiveness of drug problem-solving efforts will be measured--**Focus on the collection of baseline and impact measures that could indicate a reduction of harm in neighborhoods, shopping areas, business districts, schools, and so on; and,

**g. How project funds will be spent--**Up to \$56,000 are available to participants for use on this project so a description of the ways these funds will be put to use needs to be provided. Note that the project plan described below involves several elements for which these funds may be needed (For example, in order to use the electronic mail network a department must have a micro-computer with a 1200 baud Hayes compatible modem that can communicate with an IBM-PC, to attend the scheduled conferences participants must cover their own transportation, meals, and lodging expenditures, and so on).

To the extent that it is applicable, tables and charts can substitute for narrative descriptions.

**Applications must include a letter from the chief, sheriff, or chief executive indicating support for the project. Applications accompanied by a letter of support from the appointed or elected head of local government will be rated higher.**

Send proposals to:

Police Executive Research Forum  
2300 M Street, NW Suite 910  
Washington, DC 20037  
Attention: John Eck, Problem-oriented Drug Enforcement

#### **Selection Process.**

Applications of interested agencies will be screened by the Forum staff to determine if they meet the basic criteria for the project. Those that meet this criteria will then be ranked on the basis of how well the application demonstrates an understanding of the nature of the project, a willingness to make changes needed to support a problem-oriented approach, methods that will be used to determine the effectiveness of drug problem-solving efforts, and the support from appointed or elected heads of government. The top eight rated applications will be organized into several four-site clusters that maximize variability in agency characteristics. These clusters will be ranked by the Forum staff and recommended to the Bureau of Justice Assistance for approval. If required, the Forum staff will visit these agencies to gather information that will assist making a final selection.

Once the four sites have been selected, they will be asked to submit a budget to the Bureau of Justice Assistance for review and approval. The Bureau of Justice

Assistance must approve this budget before an agency can make expenditures of Federal funds from this project.

### Project Schedule

This project is organized in four stages. During the first stage the four site agencies will be selected and the heads of these agencies will be briefed as to the goals and objectives of the project, the Forum's role and the agencies' roles.

In the second stage each agency will form a task group to study the nature and scope of drug related problems in their jurisdictions. Members of the task groups will be taught the principles of problem-oriented policing and will be exposed to a variety of approaches to dealing with drug related problems. They will then collect information from their jurisdictions to determine the types of drug problems they confront and document their findings in a report, which takes the form of an inventory on drug related problems.

In the third stage, the entire department becomes involved. The departments' leaders should use the inventory as a guide to focus patrol and investigative problem-solving efforts. They should get officers and supervisors to analyze drug problems in greater depth and develop and implement solutions to these problems. They also encourage officers and supervisors to look for drug related problems that may not have been identified by the task group.

During the final stage of this project, the Forum will document and disseminate the results of these efforts. A conference of police executives will be held to discuss the results and several reports showing how to use this approach will be produced.

Throughout the project, the Forum will encourage information exchange among the site agencies, and any other agency interested in the project, on problems being addressed, managerial concerns, and other issues. This will be facilitated by three mechanisms: a proprietary electronic mail system, known as METAPOL, currently being established by the Forum; the publication of a newsletter on problem-solving; and the use of several cluster conferences.

**PROJECT SCHEDULE****Stage I--3 Months**

Select project sites  
Advertise and employ field research associates  
Develop project training for sites and staff  
Develop and conduct innovative drug practice survey

**Stage II--4 Months**

Select site task forces  
Connect sites to electronic mail system (METAPOL)  
Conduct field research staff and site task force training  
Conduct field site visits to innovative agencies  
Conduct Drug Problem inventories  
Plan and conduct cluster conference

**Stage III--10 Months**

Sites implement drug problem solving  
Monitor progress, assist, collect data  
Schedule and conduct cluster meeting

**Stage IV--4 Months**

Prepare final reports  
Final cluster and police practitioner conference

**STAGE I -- Setting Up**

During this stage each participating agency will need to select a project coordinator who will be responsible for making sure the project is carried out. The Forum will select and hire a site Technical Assistance Facilitator for each site agency. Technical Assistance Facilitators will be Forum employees based in the site agencies. They will be responsible to the Forum's project director in Washington, but office space and desks need to be provided by the site agencies.

The Technical Assistance Facilitator will be hired locally at each site with the active cooperation of the site agency. This should assure that the Technical Assistance Facilitators are familiar with the community and the agency is comfortable with the choice of the facilitator. The Technical Assistance Facilitators will be brought to Washington for training on problem-oriented policing and project objectives. Salary, fringe benefits, and travel costs for Technical Assistance Facilitator's should not be included in applicant's budgets.

The Technical Assistance Facilitator will have six basic tasks. First, to administer the project at the site. Second, to help department members design and implement a problem-oriented approach to drug enforcement. Third, foster intra-departmental communications. Forth, provide technical assistance to department members on drug problem-solving efforts. Fifth, provide the Forum's project director with information about the progress of the project at the site. And sixth, to collect data and other information that can help evaluate the agency efforts.

Finally, during the first stage the participating agencies will be connected to METAPOL, an electronic mail/conferencing system. To accomplish this each agency must have or acquire a micro-computer with a 1200 baud Hayes compatible modem that can communicate with an IBM-PC (specialized communication software is supplied by the Forum and connect and time charges do not need to be covered by the participants).

## **STAGE II -- Developing a Problem-Oriented Approach to Drugs**

Once the sites have been selected and the project coordinators and Technical Assistance Facilitators appointed, each site agencies should select a number of department members **task group\***. These groups will be the principle vehicle for developing and implementing a problem-oriented approach to drug related problems at each site. In other agencies that have implemented some form of problem-oriented policing--Newport News, Houston, and Baltimore County--groups such as these have been very helpful.

Drawing on this previous experience, the task groups should be composed of a cross section of the agencies: ranks from patrol officer and detective to deputy chief should be represented, as should all department units that are likely to be involved in carrying out this approach. At a minimum such units should include patrol, investigation, drug enforcement, crime prevention, and crime analysis. Task group members should be well respected by their peers, known for their creativity, and willing to put extra time into this effort. A group's size should be about nine department members, but can vary from site to site. In addition to the regular members of the group, the project coordinator and the Technical Assistance Facilitator should also serve as members of the group. Each group should have a leader (not necessarily the project coordinator) and someone to take notes.

The task groups will have four objectives. First, they should carry out a study of drug related problems--the drug problem inventory--in their jurisdiction. Second, they should develop a plan for implementing a problem-oriented approach to drug related problems based on this inventory. Third, members of the groups should be

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\* To avoid confusion with operational units charged with enforcing laws we use the term "task groups" instead of "task force". Drug task forces imply an operational role which these planning groups should not have.

responsible for disseminating information about the project to other members of the department, and soliciting advice from other department members that can be used by the task group. Fourth, once a problem-oriented approach has been designed, the task group should be responsible for helping other members of the agency conduct problems solving efforts. Each of these tasks are described in greater detail below. In order to accomplish these tasks, members of the task groups will need a great deal of knowledge about problem-oriented policing and drug related problems. In addition to the day-to-day help of the Technical Assistance Facilitator, three types of technical assistance will be provided the task groups in this regard.

- **Problem-solving Training.** Once appointed the Forum will train members of each task group in problem-solving methods. This training was developed in Newport News, and used there and in Baltimore County, Tampa, St. Petersburg, and Clearwater. This will provide a clear understanding of problem-oriented policing. In addition, the training will include a segment on this project, describing the objectives and showing how problem-oriented policing can be applied to drug related problems. Members of the Forum staff and officials from other police agencies will conduct this training.
- **Visits to Other Agencies.** To provide task group members with greater exposure to innovative methods of handling drug related problems other agencies that have used non-traditional methods to address drug problems will be identified, and task group members will visit several of them. These other agencies will be selected on the basis of a survey of police agencies conducted by the Forum, and from discussions with other experts.

Two or three members of each task group and a Forum staff member will visit each of these agencies. Costs associated with this travel need to be included in the applicants' project funds. This arrangement will provide members of the four task groups with a means to meet each other, thereby facilitating information exchange. These visits will be about about two days in length.

- **Experts on Problem-Oriented Policing and Drugs.** Finally, experts on problem-oriented policing and drug abuse and enforcement will be brought to each site to speak with members of each task group. These experts will provide a variety of perspectives on these issues.

### **Drug Problem Inventory.**

To gain a better understanding of the nature and scope of drug related problems in the sites, during Stage I members of the task groups will undertake a systematic



study to determine the variety, nature, and scope of drug related problems in their jurisdictions. There are three objectives of this inventory:

- Provide a comprehensive summary of the drug related problems facing the jurisdictions;
- Serve as a starting point for problem-solving efforts by members of the agencies;
- Serve as a discussion document for members of the agency and the community; and,
- Provide a means for eliciting police/citizen cooperation on drug related problems.

The first three objectives should be achieved once the inventory has been completed and circulated within the agency and the community. The last objective should be realized as a natural outgrowth of the study, in that task group members should be consulting with members of the public as a part of the data collection process.

Task group members should collect information from a wide variety of sources from within the agency and the public, using the problem-analysis guide developed in Newport News (Spelman and Eck, 1987). Potential sources of information include: departmental records such as incident reports, investigations reports, calls-for-service data, and field interrogation reports; other public agency information such as medical statistics on drug overdoses and deaths, coroners reports, and housing records; and the general public such as the views of citizens and business people collected through informal interviews and formal surveys, and direct observations of problem locations and behavior. These are only some of the sources that can be tapped and have been found useful in other agencies.

As part of the development of the drug problem inventory, and to serve as baseline measures of drug problem-solving effectiveness, the task groups will need to develop methods for the collection of the following controlled substance abuse data:

- Drug law violation arrests;
- Drug seizures by law enforcement;
- Drug related deaths;
- Drug abuse treatment admissions;
- General crime and arrest data;

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- School disciplinary actions related to drug abuse;
- Non-fatal emergency room episodes;
- Arrests for driving under the influence of drugs other than alcohol.

Not all of this data will be available from police sources; other public agencies, such as the school system and hospitals, will need to be consulted.

Once coded and automated this data can be used with other demographic data on GBF/DIME (geographic based/dual independent mapping encoding) or other geographic files to develop baseline information on drug problems, trends and projections of drug problems, evaluation measures of problem solutions, and relationships between drug abuse and crime.

Task Groups should use this information to identify at least three types of problems:

- **Problems related to the interactions among users and dealers--drug related killings, for example.**
- **Problems created by dealers or users interacting with non-dealers and non-users--community fear and intimidation, for example.**
- **Problems created by users trying to fund purchases of drugs--burglaries, robberies, prostitution, for example.**

The Task Groups should use the problem-analysis guide as a means for summarizing what is known and not known about each problem identified. This should include information about the actors (offenders, victims, and third parties), incidents (physical setting, social context, behavior patterns, and immediate harm), and responses (by public agencies, private organizations, and individual citizens). In addition, the relationships among drug related problems, or lack of them, should be described.

To accomplish this in a relatively short time, the Task Groups should divide up the work among the members. In addition, other members of the departments may be called upon to help. However, the Drug Problem Inventory will only be able to highlight the types of problems that exist, and will not be able to describe them in sufficient detail to recommend solutions.

The Drug Problem Inventory should be written by the Task Group and circulated among department members and members of the community. It should be used as a guide to the types of problems that will need to be addressed and as a

means for mobilizing action on the part of the other members of the agency and the community.

Throughout this process the Technical Assistance Facilitator will help members of the Task Group identify important sources of information and provide advice on how best to obtain it. For example, a citizen survey of a neighborhood may be desirable, so the Technical Assistance Facilitator would provide help in designing the survey, drawing the sample, administering the questionnaires, and tabulating the results. The Forum staff will be actively engaged in providing information on the latest research and programs on drug problems. Finally, throughout this process the Forum will foster information exchange among the sites through the use of an electronic conferencing network, METAPOL, bi-monthly newsletters, cluster conferences and other less formal means.

### **Cluster Conferences**

The Forum will arrange three cluster conferences during the project to facilitate utilization of the knowledge at each site. The first will be held following site selection to provide additional orientation to the project coordinator and key individuals from the departments. The second will be after the drug problem inventories have been drafted so agencies can share knowledge and concerns. The third will be held several months after project implementation and each site has experience using the analysis model to address problems.

### **Supportive Changes**

Changes in police operations cannot be made in isolation if they are to last. Instead, the changes must be part of a number of supporting administrative and procedural efforts. Therefore, throughout the development of the Drug Problem Inventory, the Task Group should also be developing a set of recommendations for implementing a problem-oriented approach to police work. Drawing on the experiences of Newport News, Baltimore County, St. Petersburg, Clearwater, Tampa and other agencies, Task Group members should determine the types of policies and procedures that need to be changed or developed, problem tracking and monitoring procedures that should be designed, and the training requirements for the department. Of particular concern should be policies, procedures and training needed to:

- a. insure agency and officers' integrity;
- b. assure compliance with due process;
- c. assure time is available for officers and supervisors to address drug related problems;

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- d. that community concerns are addressed;
- e. provide street supervisors with the ability to develop creative enforcement methods that fit the circumstances of drug problems;
- f. assure that precise and meaningful goals and objectives for problem-solving efforts are established, and;
- g. assure that the effectiveness of drug problem-solving efforts are assessed, and the results of these evaluations used in department decision-making.

Task Group members should also consider whether their agency should implement this approach agency wide immediately, or whether they should phase in the approach, district-by-district. These recommendations should be forwarded to the chief executive of the agency for consideration and action.

### **STAGE III -- Problem-Solving Efforts**

Once a decision has been made as to the general plan for implementing a problem-oriented approach, and the Drug Problem Inventory has been prepared, problem-solving efforts by individual department members can be implemented. This is the heart of the problem-oriented approach to drug enforcement project, so the quality of these problem-solving efforts will be the basis for judging the success of the project at each site.

Department members should be encouraged to use the four stage problem-solving process applied in Newport News to the problems identified by the Task Group and any other drug related problems that are uncovered. The four stages of this process are:

- **Scanning**--identifying problems and conducting an initial investigation to determine their general nature;
- **Analysis**--collecting and interpreting information describing the problem in order to develop an indepth understanding of why it occurs, the harm it produces, and what can be done to alleviate it;
- **Response**--developing and implementing a solution to the problem based on the analysis findings; and,
- **Assessment**--determining whether the solution is meeting the goals and objectives for handling the problem, and then acting accordingly.

All four of these stages are equally important.

Though this marks the implementation of a problem-oriented approach, this does not mean that no problem-solving efforts should be undertaken prior to this time. Indeed, initiatives by individuals and units should be supported prior to the formal implementation. However, once formal implementation is underway, everyone in the agency should be strongly encouraged to handle problems and assist others who are engaged in problem-solving efforts.

### Monitoring and Data Collection

Though the evaluation of individual problem-solving efforts is the responsibility of department members, the Forum will undertake a separate overall evaluation of the problem-oriented approach to drugs in all sites. The evaluation will be conducted for two purposes: first, to determine the degree to which participants are achieving the goals and objectives of this project, and; to learn from the departments' effort so that other agencies can apply these experiences. This evaluation will be divided into two parts: process and impact.

**Process.** The process evaluation will determine the degree to which a problem-oriented approach toward drug dealing and abuse was actually implemented in the sites. Three types of information will be used. First, the Forum will document the procedures used to look for problems and collect information for the development of the Drug Problems Inventory. The more comprehensive the search, the more sources of information tapped, and the greater the range of problems documented, the more likely it is that a participant is succeeding in implementing a problem-oriented approach. The Technical Assistance Facilitator and the Washington based Forum staff will collect this information through observations, interviews and reviews of documents.

Second, observations, interviews, and analysis of department records will be used to determine the degree to which the department as a whole made changes to implement a problem-oriented approach to drug related problems. Of particular importance will be how many of the problems described in the Drug Problems Inventories were actually addressed, the scope of the analysis applied to these problems, and the variations in solutions implemented. In addition, the amount of department personnel time, in various units including patrol, devoted to problem-oriented drug enforcement will be captured.

Third, the Forum staff will document the features of the departments' environments that contributed to, or detracted from, adopting a problem-oriented approach. Such features as the management style (hierarchical/autocratic v. decentralized/participative), incentive structure (promotion procedures, informal and formal awards, and so on), and resource allocation methods (shift scheduling, differential police response policies, and case screening, and so on) have been found to affect problem-solving efforts in other agencies. Policies and procedures such as these will be documented to help explain what occurred in each site.

**Impact.** The impact evaluation will look at the degree to which problem-solving efforts, as documented in the process evaluation, effectively dealt with the problems. Since the performance measurement depends on the type of problem being addressed and the goals and objectives of the solution implemented, no generic model of effectiveness measurement can be provided. Each problem-solving effort is, in essence, a small project requiring its own evaluation. These evaluations will be conducted by department members, with the assistance of Forum staff. So to determine effectiveness the Forum staff will collate the results of these efforts.

#### **STAGE IV -- Dissemination of Project Results**

The successes achieved and the lessons learned from these efforts need to be widely disseminated among law enforcement practitioners so that the police can increase their effectiveness at drug enforcement.

There are three types of results from the experiences of the site agencies, all three of which will be of major interest to law enforcement practitioners, researchers, and public officials. First, there will be the results of the drug problem inventories and other problem identification and analysis efforts. This information could reveal a great deal about the true nature and scope of drug problems in U.S. cities.

Second, the tactics used to address drug related problems should be of great interest because officers and supervisors, working with local communities, will be encouraged to develop new and creative solutions. Many of these tactics could be used in other agencies, on similar types of problems.

Third, the process of using a problem-oriented approach to drug related problems, or any type of problem, is of great interest. Police practitioners are very interested in learning more about the methods used to identify and analyze problems, the way solutions were developed, and the changes the organizations made in their structures and procedures.

To disseminate these results a conference of police practitioners and experts in drug problems will be held in the last third of the project period at which members from the site agencies will give presentations.

In addition the Forum's project staff will develop several reports describing various aspects of this project, including: a report on drug related problems; a report on the tactics used to address these problems; and a report of the application of problem-oriented policing to drugs.

### Further Information

A number of articles and reports are available describing aspects of problem-oriented policing. Several are listed in the references that follow. However, three are particularly important for this project.

**"Improving Policing: A Problem-oriented Approach,"**

by Herman Goldstein, an article published in **Crime and Delinquency** in 1979 describing the need for this approach. This should be available in most university libraries.

**"Who Ya Gonna Call? The Police as Problem-Busters,"**

by John E. Eck and William Spelman, an article describing problem-oriented policing projects in Newport News and Baltimore County, published in **Crime and Delinquency**, January, 1987. Available at university libraries that subscribe to this journal.

**"Problem-Oriented Policing,"**

by William Spelman and John E. Eck, a summary of the problem-oriented policing project in Newport News published as a **Research in Brief** by the U. S. Department of Justice. Call the National Criminal Justice Reference Service at 301-251-5500.

For more information on the Problem-oriented Approach to Drug Enforcement Project call **John Eck**, the Project Director, at the Police Executive Research Forum at (202) 466-7820. The Forum's offices are open from 9:00 am to 5:00 pm eastern standard time, during week days. All correspondence, including proposals, should be sent to:

Police Executive Research Forum  
2300 M Street, NW Suite 910  
Washington, DC 20037  
Attention: John Eck, Problem-oriented Drug Enforcement

The deadline for submitting application proposals is November 30, 1987.

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Passed and adopted by the Council of The City of San Diego on MAY 31 1988,  
by the following vote:

Council Members	Yeas	Nays	Not Present	Ineligible
Abbe Wolfsheimer	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Ron Roberts	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Gloria McColl	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
H. Wes Pratt	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Ed Struiksma	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
J. Bruce Henderson	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Judy McCarty	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Bob Filner	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Mayor Maureen O'Connor	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

AUTHENTICATED BY:

MAUREEN O'CONNOR  
Mayor of The City of San Diego, California.

(Seal)

CHARLES G. ABDELNOUR  
City Clerk of The City of San Diego, California.

By *June A. Blackwell*, Deputy.

Office of the City Clerk, San Diego, California

Resolution Number R-271046 Adopted MAY 31 1988

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