

DEPARTMENT OF ALCOHOLIC BEVERAGE CONTROL3810 ROSIN COURT, SUITE 150, SACRAMENTO, CA 95834
(916) 263-6970

July 19, 1995

95-11

Mr. John Lusardi
Police Executive Research Forum
1120 Connecticut Avenue, NW, Suite 930

Washington, D.C. 20037

Subject: Herman Goldstein Excellence in Problem-Solving Award

Dear Mr. Lusardi:

It is with great pleasure that I am submitting the Department of Alcoholic Beverage Control's (ABC) Grant Assistance to Law Enforcement (GALE) Project for the third annual Herman Goldstein Excellence in Problem-Solving Award.

In September of 1994, Governor Pete Wilson signed four key bills designed to give cities and counties more authority in dealing with alcohol-related problems, and provided ABC the authority to administer \$2.5 million in grants to help local communities address alcohol-related crime. Local law enforcement agencies were eligible to compete for grants of up to \$100,000.

The Governor's signing of these bills was the most significant legislative action involving the Department in recent times. It increased the Department's effectiveness and efficiency in working with local agencies to limit the number of alcohol outlets in high crime areas, and in cracking down hard on problem locations. It also established a close partnership among ABC, police, community groups, and other government agencies.

Enclosed is a brief description of our GALE Project. If you have any questions, please give me a call at (916) 263-6888 or Project Manager, Jerry Jolly, at (916) 263-6880.

Sincerely,

A handwritten signature in black ink that reads "Jay R. Stroh".

Jay R. Stroh
Director

JRS/pt

Enclosure



State of California

1. Overview

For the first time in its thirty-nine year history, the Department of Alcoholic Beverage Control (ABC) was able to offer grants to local law enforcement agencies within the State of California.

The Department awarded \$100,000 grants to twenty-five local law enforcement agencies. These grants enabled the selected agencies to expand their present efforts of detecting and targeting those alcoholic beverage licensed establishments that are disruptive, both to the community and to law enforcement. This was accomplished through a comprehensive ABC program that encompassed a wide range of strategies using the resources of ABC, the police departments, and the community.

Deputy Division Chief Jerry R. Jolly was assigned Grant Manager and is responsible for carrying out the objectives and goals of the GALE Project under the direction of the Director's Office. Grant Coordinator, Patsy Tomasello, is in charge of budgetary matters, contracts and overall assistance to the grantees and reports to Deputy Division Chief Jolly.

2. What was the problem?

Communities with a high concentration of existing liquor outlets experience a greater number of alcohol-related problems. Problematic operations pose serious consequences for local communities by contributing disproportionately to the incidence of drug dealing, public inebriation, drunk driving, underage drinking, assaults and other conditions that breed neighborhood decay. Local law enforcement may not have the training, expertise

or the personnel to deal adequately and effectively with these disorderly premises. The elimination of such establishments from the community is the Department's highest enforcement priority.

3. For whom was it a problem?

Budget reductions at the state and local level have significantly reduced the number of law enforcement personnel assigned to alcoholic beverage law enforcement in California. There is a strong movement by cities and communities for stronger law enforcement control of alcohol outlets that have become focal points for crime. Other than the enforcement efforts of ABC, no effective enforcement strategy exists at the local level for attacking and controlling the increasing number of problem alcohol outlets. The ABC Grant Assistance Program created and institutionalized strategies within local law enforcement agencies to better meet their legally mandated responsibility for alcoholic beverage enforcement.

4. Who was affected by the problem and how were they affected?

The budgets of local law enforcement agencies have been reduced significantly. As a consequence, a majority of California's police and sheriff departments have re-prioritized their missions and diverted ABC related enforcement resources to other program areas, such as violent crime suppression and street patrol activities. Many jurisdictions have virtually no ABC law enforcement activities.

5. Solution to the problem.

These grants enabled the selected agencies to expand their efforts of detecting and targeting those alcoholic beverage licensed establishments that were disruptive, both to the community and to law enforcement. A special operations unit was setup within ABC to work with selected sheriff and police departments and community organizations to identify disruptive and disorderly retail alcoholic beverage outlets. The Department was

then able to implement fast-track enforcement action to eliminate disorderly establishments from the community. Getting rid of problem bars and retail stores that attract a criminal element is the Department's highest enforcement priority. By giving local enforcement agencies the tools to deal with problem establishments, we are able to work with local agencies to reduce the violence and criminal activity that often plague many neighborhoods and business districts. This was accomplished through a comprehensive ABC program that encompassed a wide range of strategies using the resources of ABC, the grant agency, and the community. Selected agencies assigned sworn officers to the project to work closely with ABC investigators and receive training in ABC law, alcohol enforcement strategies and tactics, administrative license revocation procedures and community resources. The sworn officers and ABC investigators investigated the problem outlets and prepared cases for appropriate criminal, administrative, or civil action.

6. What was the goal of the problem-solving effort?

The grants enabled ABC to develop an alcohol-related crime assistance program for local communities. ABC has special knowledge, tools and expertise to address alcohol-related problems occurring at the point of sale. The ABC Grant Assistance Program established a Special Operations Unit (SOU) within ABC whose function was to work with selected police and sheriff departments and community organizations to identify disruptive and disorderly retail alcoholic beverage outlets and thereafter implement fast-track enforcement action to remedy or eliminate problem-creating operations from the community.

Twenty-five local law enforcement agencies were selected to participate in the program. The local law enforcement personnel costs associated with implementing this program were funded by the Grant. During the Grant period, the SOU is training sworn officers in a local police agency on ABC law enforcement strategies and tactics, community resources, the administrative process necessary for license revocation sanctions and other

techniques and regulations unfamiliar or underutilized by local public agencies. Following the training period, the Department utilized members of the SOU, other ABC enforcement personnel and officers from the participating police agency to target disorderly operations within the police agency jurisdiction for investigation. Thereafter, the specially trained police officers implemented the strategies and tactics learned through the program as an ongoing standard operating enforcement procedure of his or her department.

7. Personnel

The GALE Project consists of six investigators assigned to the SOU and a Grant Coordinator assigned to the Project Manager. Grant investigator's primary responsibilities are to oversee the twenty-five law enforcement agencies awarded grants and to assist the grantees in achieving their goals and objectives.

The grant investigators were selected based upon their experience, knowledge and ability to work with law enforcement. The investigators received three days of training in December, 1994, prior to being assigned to the project. Each investigator is responsible for four to five grant agencies and are required to meet with their respective agencies local grant directors on a regular basis. Monthly reports are submitted by the grant investigators to monitor the progress of each grantee. The Grant Coordinator then recaps these reports and submits to the Project Manager, for his review.

8. What strategies were developed to reach that goal?

The GALE Project began with a two-day Disorderly and Disruptive Premises Investigation Seminar. A total of 140 law enforcement officers attended the seminar. The purpose of the training was to emphasize the importance of targeting those premises that are disruptive and disorderly, and to develop strategies to eliminate the problems associated with alcohol outlets. These strategies include prevention programs previously developed

by the Department and various enforcement techniques. To assist law enforcement agencies, a Disorderly House/Police Problem Manual was developed and given to each officer attending the training. The manual was designed to educate law enforcement personnel on enforcement strategies, special projects, community involvement and administrative action.

A follow-up one-day seminar was held in June to allow grantees to meet and share information on successful programs and to discuss problems of mutual concern.

SPECIAL PROJECTS

9. Task Force

In the first half there has been over 50 task force programs held in the grant agencies throughout the State, resulting in 168 arrests and numerous accusations. The task force consists of selected Department investigators working with law enforcement officers as well as other agencies in a cooperative effort to target disruptive and disorderly premises or present a high enforcement profile during special events. The majority of task force operations were coordinated by SOU working closely with the grant investigators.

In addition, during the first half the Department has worked closely with the Governor's Employment Enforcement Task Force (EETF). This unit operates through teams of joint-enforcement agents from Employment Development Department, Franchise Tax, and Department of Industrial Relations.

10. IMPACT

The IMPACT (Informed Merchants Preventing Alcohol Related Crimes and Tendencies) Program has been very successful in identifying disruptive and disorderly retail alcoholic beverage licensed establishments, and in implementing a fast-track enforcement action to remedy and/or eliminate problematic licenses premises. During the first half 655 premises were inspected through the IMPACT Program.

In addition to creating public awareness and educating the alcoholic beverage licensees of their responsibilities associated with the sale and service of alcoholic beverages, it has also allowed the licensees to focus on their deficiencies and to develop a procedure to correct them without suffering any disciplinary action.

The program has also been an effective tool in training the grantees in conducting ABC inspections/investigations and in becoming aware of the Department's rules and regulations and the new legislation regulating the activities at retail licensed establishments.

The IMPACT Program has allowed the Grant agencies to conduct inspections and identify problems that would have gone undetected. The majority of the alcoholic beverage licensees have a strong desire to comply with their responsibilities. As a result, the GALE Project has seen a dramatic change in the operation of the licensed establishments they have inspected. The program has been instrumental in reducing the problems of loitering, littering, graffiti, alcoholic beverage consumption in parking lots and adjacent areas, and in the reduction of the signage in the windows of the licensed premises. Most of these results have been achieved with just one visit to the premises.

11. Decoy Program

The Decoy Program allows local law enforcement agencies to use persons under the age of twenty-one to act as decoys for the purpose of purchasing alcoholic beverages from a licensed premise. The GALE Project investigators have worked closely with the grantees to ensure that all the decoy guidelines are followed so there will be community support and credibility by the law enforcement agencies.

During the first half of 1995, 2,292 premises were visited, resulting in 535 violations in the twenty-five law enforcement agencies receiving grants. There were no figures to compare for the first half of 1994 because of the pending State Supreme Court ruling.

12. LEAD Training

The LEAD Program offers effective, high quality education and training on alcohol responsibility and the ABC laws to licensees and their employees. LEAD training provides retail licensees with practical information on serving alcoholic beverages safely, responsibly and legally, and how to prevent illicit drug activity in a licensed establishment.

In the first half, over 55 sessions were held on LEAD training involving over 2,389 licensees and their employees. This program has been in great demand by the grant agencies and is a part of the majority of the grant proposals as an effective prevention program.

13. Was the goal accomplished?

The first two quarters has proved to be very successful and the majority of law enforcement agencies awarded GALE grants have either met or exceeded the objectives and goals set out in their grant proposals during this period. An emphasis has been placed on targeting disruptive premises. It is anticipated disorderly house accusations will be completed and filed in the third quarter. There have been 197 disorderly house investigations initiated in the first half. It is anticipated the majority of the investigations will be resolved through compliance and will not require accusations.

The majority of grantees have implemented prevention programs (LEAD and IMPACT) and high profile enforcement actions (Decoy Program and Task Forces) with excellent results. As an example, in the first half over 55 sessions were held representing numerous licensed premises and 2,389 employees received LEAD training and 655 premises

participated in the IMPACT program. There have been 893 Task Forces resulting in 168 arrests and 2,292 premises were involved in the Decoy Program, resulting in 535 minor violations. In addition, over 4,905 police officers have received training in ABC enforcement and 7,317 citizens have attended community outreach programs.

The GALE Project has been successful in creating a better working relationship between the various law enforcement agencies and the Department. In the first month the six Department investigators assigned to the GALE Project met with the twenty-five grant project directors to develop a working plan to implement the goals and objectives of each grant agreement. The investigators also met with the appropriate District Administrator/Supervisors to discuss the grant agreement. It was pointed out that it is critical the grant investigators work closely with the local ABC District Office in order for the project to be a success and there be a lasting cooperation with ABC and the grant agency. The investigator's primary mission is to accomplish the following:

- Achieve the goals and objectives outlined in the grant agreements.
- Develop a close working relationship between the ABC District Office and the local law enforcement agency.
- Prioritize law enforcement efforts and target those licensed premises that are disruptive and disorderly.
- Develop a record keeping system to ensure police reports are systematically forwarded to District Offices.
- Assist in the training of local law enforcement.

There has been substantial progress in achieving these goals during the first two quarters.

It is anticipated during the next two quarters the grant agencies will now focus on those premises that have not responded to the various educational and prevention programs.

The SOU will assist in targeting disruptive and disorderly premises. In addition, the grant investigators are working with the project directors to develop accusations on those premises that continue to be disruptive to the community and drain police resources.

14. Statistics

The following statistics represent the first two quarter accomplishments by the twenty-five law enforcement agencies. The criteria was developed prior to awarding the grants in an effort to measure the success of the program.

	First and Second Quarters
	<u>1225</u>
Disorderly House Investigations (pending)	197
Arrest/Citations	2,228
Accusations	1,861
IMPACT Training	655 premises
LEAD Training	2,389 people
Decoy Program	2,292 premises
	535 violations
Task Force	893
Roll Call Training	4,905 trained
Community Outreach	7,317 trained

Many of the grant successes this first half cannot be measured in statistics, such as increased awareness of alcohol-related problems, community involvement, and a better working relationship between ABC and the various law enforcement agencies.

Additionally, there has been major accomplishments by grantees which cannot be reflected in statistics. As an example, there has been 197 disorderly house investigations initiated in the twenty-five grant communities. The majority of these investigations were enforcement notifications which places the licensee on notice of disorderly activity. Many of these premises responded to the notification and have dramatically changed their operation and have been responsible businesses. There has also been major changes in operation through the IMPACT Program. There have been numerous examples of retail

outlets responding positively to IMPACT inspections regarding loitering, litter, graffiti, paraphernalia and excessive signage in windows.

The various task force operations have also proved to be successful in reducing alcohol-related problems and providing public awareness. As an example, the Chico Police Department established a multi-agency Task Force, including ABC, DMV, Butte County Health Department, City of Chico Code Enforcement, and the Chico Fire Department. This Task Force recently provided high-profile assistance during the Saint Patrick's Day Event. This event traditionally experienced numerous problems associated with licensed premises, such as fighting and excessive drinking.

The Task Force proved to be a tremendous success with relatively few problems. It was lauded by the community as a model for future civic events and the ABC grant was credited for providing a successful strategy based upon community involvement, education and enforcement.

Enclosures