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DEPARTMENT OF  
POLICE

CITY OF SACRAMENTO  
CALIFORNIA

HALL OF JUSTICE  
815 SIXTH STREET  
SACRAMENTO, CA  
95814-2095

July 20, 1995

PH 916-264-5121

John Lusardi  
Police Executive Research Forum  
1120 Connecticut Avenue, NW, Suite 930  
Washington, D.C. 20037

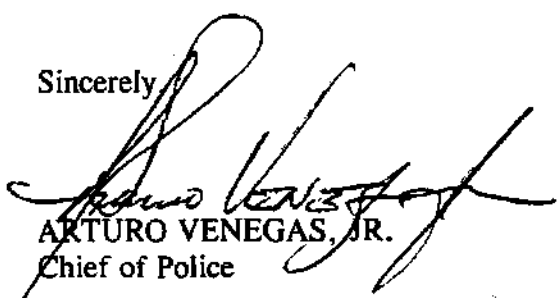
Dear Mr. Lusardi:

This letter indicates my support and endorsement of the nomination of the Franklin Villa project for the Herman Goldstein Excellence in Problem-Solving Award. This project has been an outstanding example of a comprehensive, multi-disciplinary effort to revitalize a neighborhood suffering from severe drug and gang problems.

The Sacramento Police Department has united their expertise in community based policing with various other resources to address a serious neighborhood need. The needs of Sacramento's neighborhoods are a high priority with our City Council, therefore, this project has been of great significance to our community.

If you have any further questions regarding the project, please do not hesitate to call me.

Sincerely

  
ARTURO VENEGAS, JR.  
Chief of Police



DEPARTMENT OF  
POLICE

ARTURO VENEGAS, JR.  
CHIEF OF POLICE

CITY OF SACRAMENTO  
CALIFORNIA

BILL CHAMPION  
GENERAL INFORMATION SHEET (RESUME)

HALL OF JUSTICE  
813 SIXTH STREET  
SACRAMENTO, CA  
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I, Bill Champion, was hired by the Sacramento Police Department in August 1990. I have a Bachelor of Arts Degree in Criminal Justice.

Prior to working for the police department, I had a career in retail loss prevention, which culminated to the position of Regional Loss Prevention Manager. As a regional manager, one of my responsibilities was to implement and train store management on how to detect and prevent losses to the company.

Following the Sacramento Police Academy, I was assigned to Patrol and worked in all four sectors of the city. In July 1993, I was selected to work in Franklin Villa as a Neighborhood Police Officer with Officer Jeff Mackanin.

The Franklin Villa area is a community consisting of fourplexes and townhouses, and is located in South Sacramento. Franklin Villa was historically known as having one of the worst gang and drug problems in the City of Sacramento.

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I have obtained knowledge of Community Oriented Policing (CO.P.) and Problem Oriented Policing (P.O.P.) via numerous courses at the Sacramento Police Department and the San Diego P.O.P. Conference. I have written a thesis paper in college on the implementation process of CO.P.

I have had extensive training in Narcotics, including Under the Influence Recognition, a course on Clandestine Laboratories and several courses on Search Warrants and Utilization of Informants.

I am married and have an eight year old daughter. I enjoy outdoor activities such as sports, hunting and boating.



DEPARTMENT OF  
POLICE

ARTURO VENEGAS, JR.  
CHIEF OF POLICE

CITY OF SACRAMENTO  
CALIFORNIA

JEFF MACKANIN  
GENERAL INFORMATION SHEET (RESUME)

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I, Jeff Mackanin, have been a police officer since 1987. Prior to 1987, I was an intern with the Bureau of Alcohol, Tobacco and Firearms. I graduated from California State University, Sacramento, with a degree in Criminal Justice Administration.

On 1987 I was hired by the Los Angeles County Sheriffs Department. My first assignment was Custody. After Custody, I worked at three different patrol assignments.

In 1991 I was hired by the Sacramento Police Department. My first assignment was Patrol. In 1993 I was one of two persons picked to work as a Neighborhood Police Officer in the Franklin Villa area.

The Franklin Villa area is a neighborhood consisting of fourplexes and townhouses. It is located in South Sacramento, and is historically known as a gang and drug neighborhood. My partner and I have set up a police office in the neighborhood.

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I have received extensive training POP/COP philosophies and have attended the POP Conference in San Diego. I have also received extensive training in the area of drugs and gangs.

I am married and have four kids. I enjoy all sports. My favorite leisure activity along with spending time with my family and going camping is hanging out at the beach whenever possible.

**FRANKLIN VILLA NEIGHBORHOOD**  
**SACRAMENTO, CALIFORNIA**

**BACKGROUND**

The Franklin Villa neighborhood in the south area of Sacramento, consists of approximately 943 housing units. The units are condominiums in four-plex buildings and townhome-type structures. The population is approximately 2400 people, with a very large percentage being children. The ethnicity is mixed; approximately fifty percent (50%) of the population is African-American; ten percent (10%) Asian; ten percent (10%) Hispanic; and the remainder Caucasian, including a somewhat significant population of Russian immigrant families.

Prior to the initiation of the revitalization plan, the area was severely plagued with drug and gang problems. By the end of 1989, Franklin Villa had the highest police activity status in the City of Sacramento. Several intensive law enforcement abatement actions were conducted, including joint City and County drug enforcement activities. Although these actions would temporarily reduce the problem, it would quickly re-occur. One particular street in the area, Caselli Circle, became widely known as a place to buy drugs which were blatantly sold as gang members "hung out" along a wrought iron fence bordering the street. Several drug-related homicides occurred, gun shots were a regular

occurrence, and families with children could not venture out of their homes.

When the area was initially constructed, it was primarily inhabited by senior citizens who were owner-occupants. Over the years, the resident profile changed. As owner-occupants sold units, investors purchased units and the units became very affordable as rentals for families with children. The area is currently 75% rental units. It is important to note the housing units in this area are privately owned and the area is divided into five independent Homeowner/Community Associations (HOAs). This has probably been the most serious issue to overcome in that the five groups have not worked cooperatively together. These associations operate as autonomous "mini-governments" which are unchecked by many civil laws and answer only to their members (property owners).

A very important issue to note is that because the area was initially constructed with senior adults in mind, there were no amenities for children (other than swimming pools). Therefore, as the makeup of the area changed, there was nowhere for children to play. This resulted in vandalism problems.

As stated above, residents could not safely walk around their neighborhood; children could not safely be outside; the level of fear increased; owners suffered tremendous declines in property values and often "walked" from their properties leaving vacant/boarded structures; and City services became stretched in trying to cope with the problem.

## **INITIAL SOLUTIONS**

Initially, intensive law enforcement activities were attempted (drug raids, etc.). Other ideas began to be explored, such as closing the streets to traffic which did not belong in the area (some of the streets in the area are public, while some are private, belonging to the Homeowner Associations). The public street closure was not initially possible because of state laws, however, it became an option when the state legislature passed a law allowing the temporary closure of public streets. The street closure initially relieved some of the problems, however, it was not the absolute answer as some problems continued, and more developed due to the issue that the five different associations in the area had difficulties working together. This manifested itself in the fact that when guard houses were installed to monitor the street closure, each association had hired a different private security company and there was no a unified set of rules and regulations regarding security.

## **EXPANDED SOLUTIONS/ACTION PLAN**

The City Council of the City of Sacramento has prioritized "neighborhood revitalization" as a goal for the City. Recognizing that this area had serious problems which could not be addressed simply by enforcement, particularly in the long term, they explored other



options. In the spring of 1993, the Police Department and the Sacramento Housing and Redevelopment Agency (SHRA) took a lead in developing a partnership approach to the problem through a comprehensive revitalization plan to be carried out by an interdisciplinary team. Various other City departments became key partners in the effort, especially the Neighborhood Services Department which was being formed as the Franklin Villa plan was initiated.

The core team for the project initially included two Neighborhood Police Officers, two community development planners from SRRA, and a staffperson from the City Anti-Drug and Gang Division (later the Neighborhood Services Department). Other staff persons joined the team as various other resources were needed in the area.

The overall plan was quite comprehensive and included law enforcement from a problem oriented/neighborhood policing perspective, youth programs (recreation, tutoring, etc.), housing rehabilitation, development of a park and recreational amenities, first-time homebuyer programs, and various physical improvements (street repairs, painting). Funding was allocated for the plan from various sources; the primary source being federal Community Development Block Grant (CDBG) funds. Local funds such as Mortgage Revenue Bond funding was also utilized.

The initial information which indicated there was a problem included calls for police

service, the severity of the crimes occurring in the area (number of homicides, drug arrests), and complaints to City Council and the Police Department. As the plan was initiated, a forum was held with the Homeowner Association Boards to determine what their perception of the problem was and to brainstorm for solutions. A community-wide door-to-door survey was also conducted to get feedback from the residents. This information was then considered in the development of the action plan for the neighborhood.

The action plan attempts to provide strategies to address key issues. The plan was never "set in concrete" and has been modified from time to time as new issues arise. Basically the plan contains the following mission statement and goals.

### **Mission Statement**

To implement a strategy that will positively impact the Franklin Villa neighborhood and provide both immediate and long-term improvements to the area.

### **Long Range Goals**

- To create a safe neighborhood which will remain stabilized following the completion of the SHRA/City presence in area.
- To foster self-sufficiency of residents so they may take control of their neighborhood.

- To identify a mechanism to continue operation of the Resource Center for use by the community.

### Goals

- To provide a strong police presence to drastically reduce crime and provide a safe and secure environment for Franklin Villa residents.
- To determine security issues/needs and work with HOAs, landlords, residents, and security officers to address said needs and issues.
- To develop a rapport between law enforcement and residents to increase trust, understanding, and mutual respect.
- To provide comprehensive youth recreation/education/human services programs.
- To improve deteriorated housing and maintenance of units.
- To strengthen management, communication, and cooperation of the HOA's including consistent eviction policies and practices, uniform Covenants, Conditions, and Restrictions (CC&Rs) and enforcement of CC&Rs and uniform tenant screening policies and practices.
- To improve overall physical environment, including physical improvements to enhance security.
- To encourage (owner occupied) homeownership.
- To facilitate, coordinate, and implement a variety of human/social services for the overall empowerment of the Franklin Villa community.

- To help the community help themselves and be as self-reliant as possible in solving problems.
- To improve coordination of City services in the Franklin Villa area.

The activities of the Neighborhood Police Officers (NPOs) focus on long-term solutions and preventive actions. The responsibilities of the NPOs include suppression of drug and gang activity; coordinating with SHRA/City staff to address uniform tenant screening procedures and working with problem property owners; working with the District Attorney's office to diligently pursue prosecution of felony cases; exploring the establishment of a drug free zone; creating a partnership with other police units (patrol, narcotics, etc.) and other law enforcement agencies (probation, parole, etc.) in suppression and prevention of criminal activity; enforcing Vehicle and City Codes; working with Homeowner Associations, owners, residents, and security officers to maintain and monitor security services and uniform rules and regulations for the area; developing a rapport with residents and youth to increase trust, understanding, and mutual respect; and developing and facilitating community mobilization such as Safe Streets and promoting participation in crime prevention community events such as National Night Out.

The NPOs developed and implemented intervention activities for the at-risk youth in the community. The "Straight Up" Program is a six week program where guest speakers discuss issues such as gangs, drugs, self-esteem/discipline, and education. The program

also included field trips to the California Youth Authority and San Quentin's Squire Program. The purpose of the program is to help youth build self-esteem and positive decision making skills. The NPOs and the team staff cannot force youth in a positive direction, they can only show them there are options. "Straight Up" graduates from the first session of the program are indicating they have new directions for their lives.

Another youth event organized by the NPOs was the NPO Games. NPOs from various neighborhood revitalization areas within the City of Sacramento coordinated a track and field event for the youth from their respective communities.

Youth programs including after-school and summer programs with employment, tutoring, recreation, sports, games, drama, special events, holiday events, field trips, arts, crafts, and lunch programs were implemented. These activities were done through collaboration with City Recreation staff, the Sacramento Urban League, the Burbank High School Drug Free Zone, and community organizations.

In the area of the housing and the physical environment, various activities were undertaken by SHRA and the City including inspections of the area to identify boarded units; developing a down-payment assistance program for first-time homebuyers; acquiring and rehabilitating boarded units where possible to sell to first-time homebuyers; working with the HOAs to enforce their (CC&Rs); attempting to form an overall governing board to formally incorporate all five associations into one body; providing training for HOA

Board members; completing street improvements; and developing recreational facilities such as a park, basketball areas, etc. One important problem also being addressed is the dysfunctional operations of some of the Homeowner Associations (financial difficulties, disagreement with each other, etc.). In order to work on this issue, SHRA has purchased units to have a vote in each of the Associations.

Housing units were purchased to serve as an NPO Office and as a Resource Center. Various human services and youth programs are operated from the center. County human services eligibility workers are housed at the center, various adult programs focus on parenting, personal development, and employment. The center also provides a sense of community pride by sponsoring neighborhood events such as health fairs, employment fairs, and cultural events.

A resident council was developed but was very difficult to maintain. Community involvement has been a difficult thing to cultivate in the area. Residents are enthusiastic about the improvements in the area and do participate in some activities, but are not consistent with their involvement. A youth council has been established, however, so attention is being focused on their involvement with the hope that the adults will also step forward and become involved.

Currently, the goal of achieving a safer neighborhood has been achieved. Overall calls

for police service have decreased, including a 91% decrease in narcotics calls for service and a 71% decrease in vandalism (1994 calls for service statistics compared to 1992 calls for service statistics). Families and children are now able to walk around the neighborhood, and recent surveys of residents and owners reveal that Franklin Villa is a safer place to live. Most importantly, youth programs are very well attended and the activities appear to be having an impact on the lives of the youth.

The primary reason the project has been a success to date is the partnership effort of the various agencies, community organizations, churches, and businesses who have collectively brought their services or resources to the neighborhood.

The focus of attention for the remainder of the plan implementation is to attempt to ensure the long-term goal of maintaining this safer environment.