

150805

NCJRS

NOV 2 1994

ACQUISITIONS

**COMMUNITY POLICING
LOWER HIGHLANDS/ACRE
NEIGHBORHOOD**

GRANT APPLICATION

**DRUG CONTROL & SYSTEM
IMPROVEMENT DISCRETIONARY
PROGRAM**

**DEPARTMENT OF JUSTICE
POLICE HIRING SUPPLEMENT
PROGRAM**

150805

**U.S. Department of Justice
National Institute of Justice**

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material in micro-
fiche only has been granted by
Lowell Police Department

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

Table of Contents

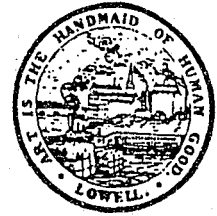
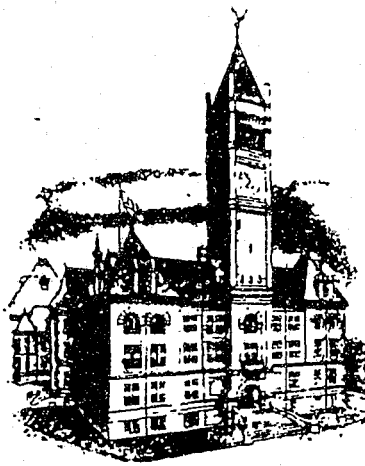
A. PUBLIC SAFETY NEED.....	1
Introduction.....	1
Need & Inadequacy of Local Funding for Additional Sworn Officers.....	2
ITEMS 1-10.....	3
Positive Steps Taken to Improve law Enforcement Effectiveness in LPD.....	5
Demographic, Economic and Social Trends	6
Overall Crime Situation	8
B. STRATEGY.....	8
B. 1. Current Community Policing Activities & Law Enforcement.....	8
B.2. Proposed Police Involvement with Community in Lower Highlands/ Acre Community Policing.....	11
B. 3. Coordination of Project with Other Criminal Justice System Components.....	13
B. 4. Specific Geographic Area & Crime Related Problem Served by this Project.....	13
B. 5. Specific Strategies:	14
Street Level Narcotics.....	19
Gang Activity.....	20
Prostitution.....	21
Traffic Enforcement.....	21
Schools.....	22
B. 6. Selection of Officers Assigned to Community Policing.....	22
B. 7. Project Assessment.....	23
C. TIME LINE FOR IMPLEMENTATION	24
D. CONTINUATION & RETENTION PLANS.....	24
E. ADDITIONAL RESOURCE COMMITMENTS	25
F. BUDGET PROPOSALS.....	25

FORMS

APPENDICES

- I. Changes in Revenue Streams, City of Lowell, 1987-93 & FY 94 Budget
- II. Lowell Crime Statistics & Graphs
- III. Identified/Suspected Gangs and Criminal Involvement
- IV. Summary of Lowell Streetworker Program
- V. Network of Neighborhood/Community Services, Citizen's Petitions & Letters of Community Support
- VI. Neighborhood Map & Aerial Photographs
- VII. Evaluation
- VII. Newspaper Articles
- IX. Lowell Police Department Organizational Chart

Tel: (508) 970-4000
FAX: (508) 970-4007



RICHARD JOHNSON
CITY MANAGER

OFFICE OF THE CITY MANAGER

October 12, 1993

CITY HALL
LOWELL, MASSACHUSETTS 01852

John Sheehan
Superintendent of Police
City of Lowell
Lowell, Mass 01852

Dear Chief Sheehan:

The City of Lowell is a forerunner of public/private partnerships having often worked with Wang for the benefit of the community. Now that the private sector is down for the count, we have turned to federal and state grant sources for relief. The Commonwealth of Massachusetts recently awarded a small community policing grant for the Centralville neighborhood. The City is committing grant matches in the form of employee benefits, equipment, and building spaces.

We have an ongoing relationship with the local Housing Authority for a similar arrangement.

If the City were to be awarded these grant funds, we would make a similar agreement to lend ongoing support up to 30% of the funds allocated. Further, at the end of the three year program, we will pick the entire cost of the employees.

If I can be of further assistance, please do not hesitate to call.

Sincerely,

Richard Johnson
City Manager

"Home of the Urban National Park"

A. PUBLIC SAFETY NEED

Introduction

This application seeks to hire 12 sworn officers in the Lowell, Massachusetts Police Department (LPD) to expand community policing initiatives in the City. A total of \$1 million dollars over a three year period, is requested from the category targeting jurisdictions under 150,000 inhabitants. This proposal is an intricate and critical component in the LPD's plan to fiercely suppress escalating violent crime, rising 62% in the past decade, through community policing strategies. Funds would specifically target the "Lower Highlands/Acre Neighborhood" of the City, now a secure operational base for Southeast Asian and other gang activity. Gang presence in, and domination of, this area are the immediate foci of inordinate police resources., Innocent neighborhood residents live in fear, and are often crime victims. Many of these residents are of Asian descent as Lowell is inhabited by the second largest Southeast Asian population in the United States. The Lower Highlands/Acre is home to the City's largest refugee community. Lowell's gangs pose not only an immediate threat to residents of this area, but they also endanger public safety well beyond these boundaries. Law enforcement and other city services have been severely strained by the worst economic recession in recent history. Increased public safety needs have coincided and competed with city-wide demand for basic services , adapting systems to respond to its most recently arrived immigrant group, Southeast Asian refugees.

The LPD has vigorously responded to these conditions. It has integrated law enforcement and problem solving techniques, linking them with on-going community groups and services to mobilize residents' participation in community policing programs. The efficacy of this approach is well founded in the practical experience of the LPD and current research in the field. It is important to note that this work has evolved in a City with a well documented history of social and economic public/private partnerships, originating long before these concepts were widely accepted. Despite devastating financial conditions the City of Lowell and the LPD are striving to make community policing strategies work. Grass roots citizens' groups and community wide service networks are identified, in place and committed to working with police to "take back their neighborhoods." These factors make the Lower Highlands/Acre a prime location for collaborative work between police and community, and they provide a firm foundation for the successful implementation of this proposal. Federal assistance in this period of extreme financial

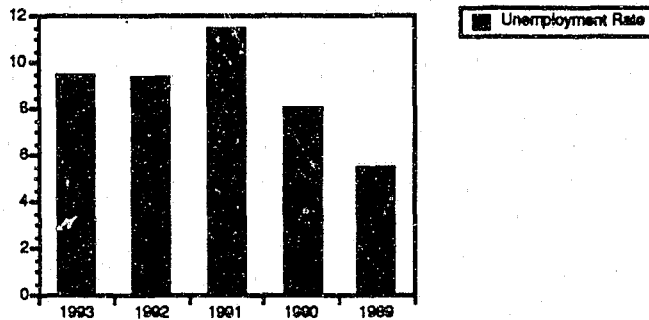
The FY 1994 budget is a minimal, no frills, balanced budget. Positive financial projections are, of course, dependent upon economic resurgence. The City of Lowell will continue to exercise financial restraint, pursue alternative funding and maximize all available resources. Law enforcement services will remain a priority (see Appendix I).

The next sections outline the financial obstacles faced by the LPD and cost effective practices used to meet this challenge.

ITEMS 1-10

1. Population: 103,439, 1990 Census; local estimations based on influx of Southeast Asian and other immigrants place total closer to 118,000-125,000 (see Economic, Social & Demographic Trends)

2. Unemployment statistics:



(MA Department of Employment and Training).

3. The ratio of population to sworn officers is one officer per 689 citizens. This has resulted in the following in crime rate/staffing analysis pattern which seriously endanger public safety and falls far below standards in similar sized cities:

City	Population	Crime Rate*	# of Sworn Officers
Fall River	92,388	6.47	228
New Bedford	99,583	6.91	234
Lowell	103,439	6.8**	159

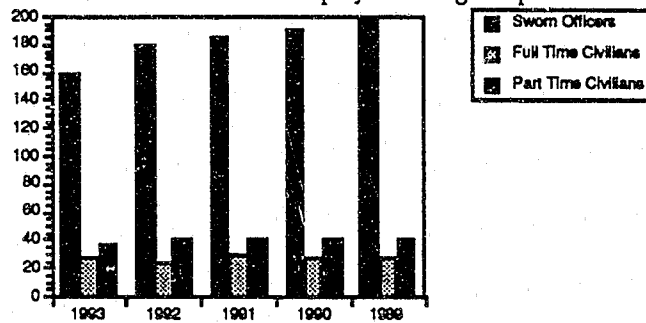
*Based on the number of Index Crimes (FBI Part One Crimes) per one thousand residents.

**It should be noted that the crime rate is projected to be 10.93 for 1993.

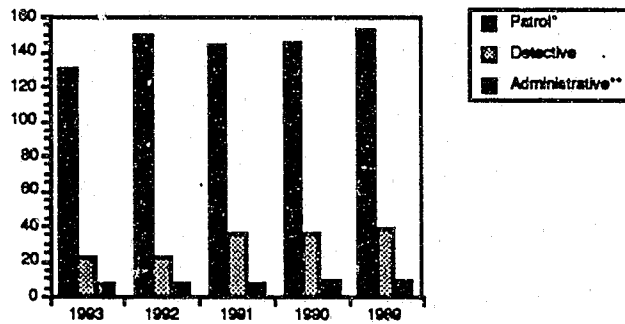
4. (See Item #5)

5. UCR rates are not available for the past five years as LPD came into compliance in May, 1993; monthly reports have been submitted since this date. Work is underway to input pre May, 1993 data. It is expected to be completed shortly. LPD is revamping its overall automation/computer system and expects to be fully automated for record keeping functions by the end of 1994. Two full time staff are assigned to this project. The LPD is also in process of implementing "E911" with an on line target date of summer, 1994. This will tie into the record management system for inclusion in computerized statistics. Reassignment of investigative personnel has unfortunately resulted in serious cutbacks in investigations and follow up especially in the area of property crime. Statistics indicate that the prioritization of investigations has adversely affected the cleared property crime rate (See Appendix II).

6. There has been a 39% reduction in the number of sworn officers during the past five years. The actual number of full and part time civilians and law enforcement officers employed during this period follows.



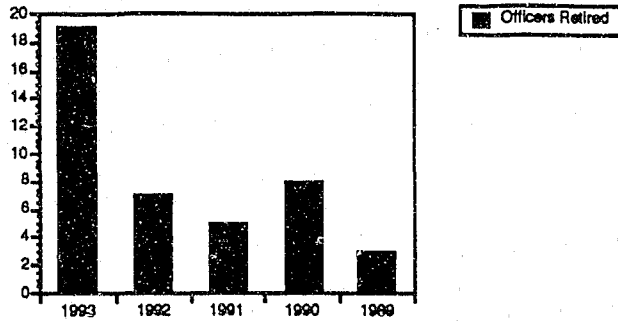
7. Patrol* Detective Administrative**



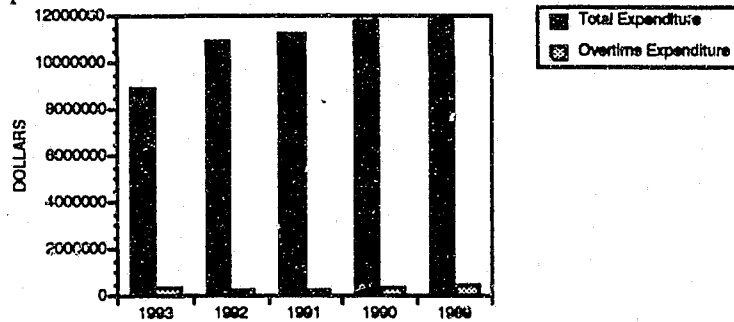
*includes officers on injury leave usually numbering 10-12.

**not inclusive of supervisory personnel in line functions.

8. Manpower reductions in the police department are the direct result of a 5 year policy of reduction by attrition. There have been no newly hired officers in the below time period. This is reflected in the following schedule of retired officers: (See next page)



9 & 10. Police funding has been reduced by 24% over the past five years; actual operational and overtime expenditures during this period follow.



Explanation of overtime expenses:

1993: normal overtime needs and several lengthy OCDEF investigations
 1992: overtime cost restricted to priority areas due to severe budget cuts
 1991: normal overtime needs and several prolonged criminal investigations targeting organized crime
 1990: normal overtime needs and unusually high number of job related injuries
 1989: ratification of two contracts cover retroactive payments and normal overtime needs

Positive Steps Taken to Improve law Enforcement Effectiveness in LPD

The Patrolman's and Superior Officers' Unions have voted unilaterally to give up Holiday pay and to make concessions on longevity pay. This vote was taken in response to planned layoffs of new officers. These union concessions are unprecedented in the city. Reassignment of administrative and investigative personnel and emphasis on hiring civilians has almost completely moved several functions formerly held by sworn officers to civilian control. Administrative and investigative personnel have been moved to patrol functions to maintain a uniform presence on the street. Priority has been give to staffing. This has directly resulted in a smaller percentage of the budget being directed toward capital expenditures. This policy, borne of necessity, has left facilities dangerously substandard. Four new Asian police officers have been hired by the LPD through several funding

sources. The administration of the police department recognized the serious need for representation of a new ethnic minority that has immigrated in vast numbers to our community. These officers are being utilized in patrol and community outreach programs so that these new immigrant groups may relate better to a police department that is very different from the authority figures to which they are accustomed.

Demographic, Economic and Social Trends

Economic growth in the early and mid 1980s beckoned thousands of Southeast Asian and other immigrants to settle in Lowell, now home to the second largest Southeast Asian population in the United States. The 1990 Census identified 103,439 residents in Lowell. Local estimates, supported by concerns raised in the data/identification process relative to linguistic and other minorities (Civil Rights Issues Facing Asian Americans in the 1990s, Report of U.S. Commission on Civil Rights, 1992), would include 10,000 to 20,000 uncounted residents. For example, school enrollment figures, totaling 13,000 students in 1991, reveal a minority student body of 47%— 25% Southeast Asian, 19% Hispanic and 3% Black. These figures indicate large, undercounted segments of residents. Conservatively, Lowell has experienced a 117% increase in its foreign born inhabitants between 1980 and 1990 according to the most recent census findings. Asian residents increased by more than 2,000% between 1980 and 1990, while the numbers of Hispanic and African Americans respectively increased 130% and 110% during this period. White inhabitants decreased 6% in this time frame.

Lowell has undergone extreme, economic hardship and decline during the past few years. Minority groups and long term residents of the City have been seriously hurt by these conditions. Plant reductions and closings of companies based, or with large operations, in Lowell and the surrounding area, e.g., Wang Laboratories, Digital Equipment Corporation, Raytheon Company, have left major segments of the labor market unemployed. Wang Laboratories, with home operations in Lowell, reduced its world wide workforce from 36,000 to 6,000 between 1990 and 1993; its most recent figures reveal an employment reduction of 29% between 1991 and 1992. This has had devastating impact on the City's economy and illustrates the chain reaction Lowell's business experienced. Soaring unemployment figures reflect unprecedented reduction in demand for semiskilled and unskilled labor in small subcontracting industries. Technical, professional and service workers are unable to find work. Lowell lost 22.3% of its jobs between 1988 and 1992, double the rate in Boston and the State of Massachusetts during the same period

(Northeastern University Center for Labor Market Studies, Boston Globe, July, 27, 1993). Lowell's manufacturing, wholesale & retail trade, and financial/insurance/real estate sectors declined respectively 39%, 31% and 56% between mid 1980 and 1992 (MA Department Employment & Training). The economy is further strained by the large number of inhabitants who do not speak English and/or with low educational levels. Fifty-two percent (52%) of Asian and 33% of Spanish individuals identified in the 1990 Census are linguistically isolated; 34% of residents over 18 have not graduated from high school. Lowell's poverty rate for families has risen nearly 46% between 1980 and 1990. The Children's Defense Fund ranked Lowell third among the 20 cities in the country with highest poverty rates for Hispanic children (62.2%), and seventh in this category for Asian American children (50.8%). More than one-half of the City's children live below the poverty level.

Projected trends of continued clustering of linguistic and other minority groups in urban areas, with increasing growth in these populations, and job markets requiring upper levels of education and specialized training, provide little hope for social improvement without community wide intervention. Current social conditions create an environment in which Lowell's youth are "at risk" for a variety of dangerous, unhealthy behaviors, many with the potential for involvement in the criminal justice system. The incidence of child abuse/neglect, school drop out rates, substance abuse and domestic violence seriously exceed state norms. The current level of gang activity involving teens and young adults further justifies concerns and supports the immediate need for an encompassing community-based approach to law enforcement and social problems, underscoring their firm interrelationship.

These factors threaten the basic fiber of society, and their impact upon Lowell's neighborhoods could potentially destroy the City. Citizens' concern for and interest in public safety is frequently expressed at public meetings, in local media (See Appendix VII), and documented in recent studies conducted by the Southeast Asian Task Force (see B.1) and United Way of Merrimack Valley. Southeast Asian residents identified gang involvement/activity as the major threat to the their community, while random household questionnaires throughout the city rated gang activity as one of the 10 most pressing community/neighborhood problems. Despite these conditions, there is a strong, long standing tradition of neighborhood affiliation and responsibility. Neighborhoods among the poorest in the City, frequently characterized by abandoned buildings and/or absentee landlords, and targeted by criminal elements as operational bases share these sentiments. The Lower Highlands and its residents typify this situation (see B.2., Neighborhood/Community Service Network for specific resident and community involvement in the proposed

project). The following section outlines the extent of crime in Lowell, providing clear evidence of the conditions residents in the Lower Highlands/Acre must face.

Overall Crime Situation

Lowell is a mid sized metropolitan area, approximately 14 square miles. It is the fourth largest city in Massachusetts, located in the Northern section of the state, approximately 30 miles northwest of Boston, and situated on the banks of the Merrimack River. Lowell is easily accessible to the six state New England Area by intersecting, state highways including Routes 495, 93, 3, and 2, and the Massachusetts Turnpike. It is also in close proximity to several mid and large sized airports. Due to its convenient location and low cost housing , the city has become a haven for major drug trafficking. Identified by the United States Attorney for Massachusetts as a major distribution point for heroin and cocaine Lowell , has been the focus of numerous king pin trafficking investigations by the FBI of heroin and cocaine in the City. This was accomplished through a series of eight high profile unsolved murder cases in and around Lowell. The problem continues today and can be seriously addressed by increasing the number of police on the street.

Appendix II documents information on staggering crime increases during the past five years. It also includes and reflects a dramatic escalation in gang related activity which terrorizes neighborhoods such as the Lower Highlands/Acre and threatens public safety throughout the City. Gang activity began as home invasions and armed activity is expanding into more organized and violent crimes. The adult organizing members of these gangs have recruited juveniles and given all members increased access to a wide range of weaponry. Aside from drug trafficking organizations, gang membership is predominantly Southeast Asian. Review of Asian arrests from January, 1993 to May, 1993 reveals 74% of these arrests involved gang members or gang related activity. Appendix III contains a comprehensive listing of gangs and their activity in Lowell.

B. STRATEGY

B. 1. Current Community Policing Activities & Law Enforcement

Much collaborative work has done by the police department, municipality, residents and community to reclaim neighborhoods in Lowell. This high degree of city-wide commitment and community based organizational support forms a stable network through which community policing strategies can well be extended to the Lower

Highlands/Acre . The following provide examples of ongoing community policing initiatives and efforts to promote LPD partnerships with citizens and non law enforcement entities;; (B 5 outlines current community policing model):

Lowell Housing Authority Operating through a grant from HUD, the LHA has hired four police officers to conduct a Community policing project in the environs of the LHA. This has been extremely successful and is very popular with the residents. Uniform presence and one on one response to neighborhood problems are the basis of this project's success.

Centralville Community Policing Project Funding was received from the state and CDBG money to finance this project. This popular neighborhood program, still in its infancy, further demonstrates the effectiveness of community policing in Lowell.

Narcotics Bureau This bureau uses numerous ideas tied to problem solving policing in its operations. For example, police narcotics search warrants serve as a catalyst for efforts to clean up abandoned buildings under the coordination of the Assistant City Manager. A task force consisting of code, health and fire department personnel descend upon neglected tenements. After inspection the targeted building is usually boarded up and demolished; more than 50 such buildings have been razed to date. These tools will be further utilized to prevent crack houses from setting up in abandoned buildings in community policing strategies.

Community Relations Bureau This bureau has long been involved in community education and outreach. The Crime Watch Program is a well functioning example. Workshops on specialized crime/victim issues and civil rights presentations to local schools are other common topics. Numerous neighborhood meetings are attended monthly by these officers to participate in community discussion. In one recent session citizens' threats to "burn out drug dealers" and resort to vigilantism were calmly overcome by the skillful inspector's explanation of police plans to stem illegal activities. The Bureau is staffed by five full time officers, including a Southeast Asian Community Relations Specialist who responds to his community's inquiries, routing them to appropriate sources and providing necessary follow-up. This position was instituted in response to community requests to facilitate Southeast Asian access to the police department and its services.

District Attorney's Gang/Southeast Asian Task Force The increasing menace posed to public safety by Southeast Asian and other gangs in Lowell brought the Mayor of Lowell, Middlesex District Attorney, Lowell Police Department and the Massachusetts Office of Refugees and Immigrants together to build a broad based coalition of refugee representatives, community, educational and social service providers in 1990. This forum served to air concerns regarding the need for Southeast Asian police officers, and the police department aggressively secured funding for two Cambodian officers. It also promoted meeting and dialogue between Asian merchants and police regarding gang presence in their establishments, with follow-up by the Southeast Asian Community Relations Specialist. This group, cochaired by a Southeast Asian community member and the District Attorney, is now known as the Southeast Asian Task Force. It meets bimonthly and focuses on continued improvement of communication between the City and refugee community and development of social projects. The Community Relations Bureau, City's Affirmative Action Office, D. A. and community groups are developing a film on domestic violence for Southeast Asian audiences.

Lowell Saving Lives Program This is a community based traffic safety program, with an organizing framework similar to community policing. It began in 1988 and operates from City Hall, utilizing schools, media, government, enforcement, business and citizens groups to impact highway safety and substance abuse problems in the community. It has also developed an excellent network with neighborhoods, local, state, and federal agencies, and human service providers in the City.

Police Involvement in Business and Social Service Coalitions There are a wide range of business, civic and human service organizations in Lowell ; cooperation between them and law enforcement is deeply rooted. For example, the deputy superintendent, a long term member of the Downtown Businessmen's Association, attends monthly sessions with this group to maintain dialogue concerning the status of public safety issues in the downtown area. Businessmen's concern resulted in purchase of a drug detective police K-9 which has been crucial in finding large amounts of narcotics and tracking down criminals and lost children. The captain of the Vice/Narcotics Bureau meets regularly with the Lowell Landlord's Association to discuss strategies regarding drug dealing in their property and how landlords can assist the police in stopping this activity. The City of Lowell has also been active in the formation of many formal and informal human service coalitions. The LPD has consistently participated in this process. For

example, the City of Lowell began building a substance abuse prevention network through the "Mayor's Drug Task Force." in 1987. Prevention, Treatment and Law Enforcement Subcommittees worked to develop citizen based strategies for substance abuse issues in the City. Coalition development grew, and the community was awarded federal funding for the Lowell Community university Partnership in 1989-90. The University of Massachusetts-Lowell served as the lead agency, and its work in community development, training, evaluation and organizational development now continues through the Center for Family, Work & Community. The "Center" has provided a wide range of services to the community and its technical assistance was invaluable in the development of the strategy presented in this proposal (see B.2 & 7).

B.2. Proposed Police Involvement with Community in Lower Highlands/Acre Community Policing

The City of Lowell has been a catalyst for well over a decade in the development of community wide, public private partnerships, empowering local residents to address economic and social issues. This work began in the late 1970s when the City of Lowell marshaled local, state, federal and private resources, totaling nearly \$1.0 billion, to revitalize its downtown and stimulate economic development. Focus expanded to include quality of life and social issues by the mid 1980s. This process and experience now serve as a well formed structure to further link the Lowell Police Department, other municipal agencies/services, elected officials and administrators with neighborhood residents, community groups and human service providers in the planning, implementation and coordination of community policing in the Lower Highlands/Acre. The following highlights examples of the City's work in coalition building and samples existing structures and community/municipal resources for utilization in the Lower Highlands/Acre:

Neighborhood Development The Lowell City Council is actively involved with the concerns of residents through a subcommittee process. Long standing committees which serve to strengthen community policing networks include the Neighborhood, Traffic, Recreation, and Substance Abuse Subcommittees. They are forums for citizens' expression and involvement in community policing strategies. Public safety permeates many of these agendas. Impetus for the Centralville Crime Watch originated in the Substance Abuse Subcommittee.

Human Service/Substance Abuse Office This office works directly with social service and community groups to improve quality of life issues by maximizing and expanding social service resources in Lowell. It also provides City Council Subcommittee staff support. It is currently coordinating a joint proposal among municipal, county, state

and other agencies for a "Street Worker Program" to reduce the incidence of juvenile delinquency and youth gangs in Lowell. Funding is anticipated by June 1994, and services will target this project (see summary, Appendix IV). This office has also collaborated with existing organizations to identify residents and immediate community resources relevant to the proposed project in the Lower Highlands/Acre (see Appendix V).

Neighborhood Revitalization, Community Service and Cultural Events The City of Lowell offers low and moderate income homeowners a variety of housing rehab services through its Division of Planning and Development. Lowell Pride, an annual initiative, encourages residents to join in neighborhood maintenance and beautification projects,, (e.g., "Adopt an Island," Little Leagues' assistance with field repair, and various neighborhood clean up days). Elected officials and administrators, such as the City Manager work, "shoulder to shoulder" with residents in this program. The City also supports, frequently coordinates and participates in a variety of cultural and ethnic events (e.g., Lowell Folk Festival, Riverfest). Community policing offers opportunity to more directly make Lower Highlands/Acre residents aware of, and involved in, this type of activity, and thereby strengthens residents' sense of community membership.

Lowell Schools/DARE Program The Lowell School Department has effectively coordinated existing criminal justice resources to implement a DARE Program in elementary schools. Two Massachusetts State Troopers and two National Park Rangers (combined 3.4 FTE). now staff this project. Grant award would allow assignment of two veteran LPD officers to work with targeted youth in schools during the academic year and in community programs in the summer months to further realize the objectives of community policing . Additional sources of school/community/neighborhood linkages include peer leadership, mediation, conflict resolution, drop-out prevention and substance abuse prevention/intervention.

Lowell Health and Parks & Recreation Departments The Health Office provides lead testing for children under the age of six, immunization, flu, blood pressure and TB clinics, newborn home visits and school based health services. These programs serve as additional resources in community/police network to enhance awareness of and service delivery to the residents of the Lower Highlands/Acre. Contacts made through school health services provide another measure of support/communication for neighborhood families. The Parks & Recreation Department conducts a variety of recreational activities for youth and adults in neighborhoods and central locations.

These structures, and those identified in B1, will serve as vehicles for citizen/community involvement in the proposed project. Commitment from a wide range of grassroots, neighborhood and community service groups strongly affiliated with the Lower Highlands/Acre section of the City has been secured. This proposal's response from refugee, minority, long term resident groups and churches has been overwhelming. It includes a petition drive around crime issues, with well over 125 residents' signatures, simultaneously developing during application preparation. Human service agencies, local schools and higher educational institutions are also essential elements in this plan. Collectively, these partnership will be referred to as the "Neighborhood/Community Service Network," or Network in the following sections. More than 15 individual organizations have emphatically pledged support to this project. Appendix V lists members of the "Network", serving as an initial channel and forum for police and resident dialogue, planning and action, forming a base for additional community involvement.

B. 3. Coordination of Project with Other Criminal Justice System Components

Each week a unique and highly successful team meets in the Office of District Attorney Thomas Reilly. Chaired by the DA, the team includes members of the probation office the district court clerks office, the school department, various social service agencies and the police. The purpose of this meeting is to identify serious violent offenders and to place them on a priority prosecution list. Offenders are identified before they are arrested; they are targeted and are fast tracked through the criminal justice system after arrest. Information from the schools is crucial to the success of this program. Youthful offenders are inevitably first encountered by the school system, whose input is invaluable. This meeting will be attended by the supervisor of the Community policing project and used to facilitate coordination of the various aspects of the Criminal Justice System. Mr. Reilly has been advised of the potential increase in case load through the addition of new officers and stands ready to assist (See letter of support). In keeping with the promise of increased coordination, the area sheriff has been contacted through the offices of the District Attorney. The sheriff has agreed to meet to discuss jail overcrowding. Through the same office the local District Court Judge has agreed to meet on similar issues. This cooperation is unprecedented and has been made possible through the office of the District Attorney. The DA is a very effective coordinator of resources and will be pivotal in our plan to coordinate all segments of the Criminal Justice System.

B. 4. Specific Geographic Area & Crime Related Problem Served by this Project

This project will focus on the Lower Highlands/Acre Neighborhood, approximately four square miles in size. It borders a stable, middle class section of the City, and many of the Lower Highlands residents are long term inhabitants. It is inhabited by 6,755 people; approximately one half are minority residents, 30% Asian, 16% Hispanic, and 3% Black. Its close proximity to the Acre Section makes these areas indistinguishable. The Acre Triangle is populated by 12,676 people-- 47% White, 20% Asian, 20% Hispanic and 3% Black. The Lower Highlands/Acre is a mixture of multifamily dwellings and a smattering of businesses with a diverse ethnic composition. Several locations in these neighborhoods are well known as Asian gang hangouts. One park in particular has all but been lost to gang activity. This park, known as Roberto Clemente Field, is now the focus of a federally funded improvement campaign. Without policing money to augment the physical improvements it is feared that the commitment made by the government will be of no purpose. (See attached Map Appendix VI and Aerial Photo 1-4). The crime situation in this neighborhood parallels that discussed in section A problems of arson, gang activity, prostitution and street level drug trafficking are major problems addressed by this project (See Section B 5).

B. 5. Specific Strategies:

The goals and objectives in the Lowell Community Policing Project are to:

- Prevent and control behavior which is threatening to life and property through a systems approach;
- Involve the community in identifying its own public safety concerns and setting departmental priorities for addressing those concerns, especially when addressing the needs of minority communities or groups disproportionately victimized by crime;
- Use problem solving techniques to develop strategies for response to specific problems, including nontraditional tactics and methods; and
- Establish residents' sense of ownership in and responsibility to the neighborhood by working in partnership with the police to improve the quality of life within the City.

The process for implementing these goals and objectives includes the following:

Step 1-Coalition Building

The first step in implementing community policing in the targeted area is development of a police-community coalition. The Neighborhood/Community Service Network (B 2 and Appendix V) will be accessed to identify additional "resources", defined as any business, group or service, public or private, that can assist in problem solving. A list of "resources" will be compiled in the form of a book and distributed to members of the project. Meetings will be scheduled to develop contact with additional residents and groups. New groups will be encouraged and assisted

in organizing with help from various institutions, e.g., municipal departments, UMass Lowell and Middlesex Community College; teambuilding and grassroots organization training will be provided. Meetings with these groups and officers assigned to the project will open lines of communication and give residents and community groups a clear picture of what the program will accomplish.

Step 2-Assessing Needs

Identifying, analyzing and responding with solutions to problems prior to 911 intervention by police is the focus of this component. This approach reduces the workload of an overburdened criminal justice system, the number of calls for service and allows the police to be viewed in a positive manner. This project aims to make the community view the police not as an occupying force, but rather as concerned and committed members of the neighborhood who value the input of the residents. It is important for police and citizens to work together to assess community needs. Problems will be identified in the following manner: (Police Executive Research Forum, SMIP).

Department/Source	Issues
Crime Analysis Unit	Time trends and patterns (time of day, day of week, monthly, seasonal, and other cyclical events), and patterns of similar events (offender descriptions, victim characteristics, locations, physical settings, and other circumstances)
Patrol	Recurring calls, bad areas, active offenders, victim types, citizens' complaints.
Investigations	Recurring crimes, active offenders, victim difficulties, citizens' complaints.
Crime Prevention	Physical condition, potential victims, citizens' complaints.
Vice	Drug dealing, illegal alcohol sales, gambling, prostitution, organized crime.
Communications	Call types, repeat calls from same location, temporal peaks in calls for service.
Chief's Office	Letters and calls from citizens, concerns of elected officials, concerns from City Manager's office.
Other Law Enforcement Agencies	Multijurisdictional concerns.
Elected Officials	Concerns and complaints.

Local Government Agencies	Plans that could influence crimes, common difficulties, citizens' complaints.
Schools	Juvenile concerns, vandalism, employee safety.
Community Leaders	Problems of constituents.
Business Groups	Problems of commerce and development.
Neighborhood Watch	Local problems regarding disorder, crime, and other complaints.
Newspapers and Other News Media	Indications of problems not detected from other sources, problems in other jurisdictions that could occur in any city.
Community Surveys	Problems of citizens in general.

After the first phase of the operation, officers will be encouraged to walk the streets and talk with residents, not only to assess needs and problem solve, but also to recruit community members interested in joining in partnership with the police. Together they will develop an action plan for their neighborhood. Contacts will be compiled on a daily report which will concentrate on needs expressed by the community, various problems encountered and problems solved. All officers in the program and community representatives will meet weekly in roundtable fashion to review reports and brainstorm ways to meet the most pressing needs and solve problems. Both tactical (short-range) and strategic (long-range) solutions will be considered. They will also determine the best method of intervention for a certain area, house, business, or individual so each problem is solved quickly. Solutions will be varied and innovative thinking will be encouraged. Police sergeants will oversee this process in the precincts, facilitating discussion and making sure goals are met. Their progress will be monitored by a captain who will be trained in the concepts and implementation of this program, overseen by the Deputy Superintendent who will have final authority under the Superintendent of Police. The officers and community members will be allowed the flexibility to resolve issues by exploring areas other than the criminal justice system.

At this point in the program it will be beneficial to have an opportunity for one on one dialogue between the police and the community. To facilitate this communication and to allow confidentiality, pagers will be issued to officers who participate in this program. The numbers to these pagers will be advertised in the community so that an

individual resident may make direct contact with a police officer without necessitating the arrival of a police vehicle at the individual's residence. Also a telephone directory will be developed and issued to the officers which will list community resources. This directory will include city services, individuals and social service agencies. Agency directors have been contacted and have committed to work closely with this new unit

A police survey will be conducted by the officers assigned to the program. This will be analyzed to determine the community's perception of the most serious problem. Attendance at community meetings and listening to the concerns of citizens during daily walk and talk sessions on foot patrols will be committed to paper for study. Standard police practices will be incorporated into this equation using data from police computers that demonstrate crime trends, locations and situations that adversely affect public safety. Analysis of established crime hot line information will also be considered to better inform police of the most pressing issues in the area. This will identify not only who the major felons are, but more importantly, what the perception of crime and criminality is in the neighborhood. Responding to these concerns increases the feeling of safety in the neighborhood and is most important to a perception of security. The aim is to remove fear from the neighborhood. This information will be brought each Monday morning to the precinct house where a meeting of police officials and rotating selected representatives of the community will discuss past success and the coming weeks planned response to the problems at hand. It has been LPD's experience that most issues can be discussed openly with community members. The few exceptions where ongoing investigations or the safety of an individual is at risk will be held back for discussion at special meetings. It should be stated emphatically that officers assigned to this program will spend their work day on foot patrol. Use of vehicles will only be considered during emergencies. Bike patrols are anticipated in warm weather.

The Lower Highlands/Acre Community Policing Project will be supported by a media plan that draws from the positive results of the campaign used in the housing authority to make the community aware of what to expect from this new form of policing. It includes contacts with local newspaper, radio, and cable TV, and regional media channel in Boston. This will inform and involve local residents while making it clear to criminals that the neighborhood that has sustained illegal activity will dramatically change.

Step 3- Action/The Precinct

The project will be coordinated from a newly established precinct in the neighborhood, centrally located and visible. This is a critical component in instituting the community policing program. Initial experience (see Centralville Program, Appendix I) is that merely setting up the precinct has a significant effect. Simply putting the word Police on the front window has forced neighboring dealers out of the area, even before the unit was staffed. Staking a claim to the area is the purpose. Assistance from area businesses is important when choosing a location, but it is preferable to maintain a precinct in a good location with proper signage and furnishings to indicate a serious commitment by the City to the program. Once community and police coalitions have identified neighborhood crime problems, the police force will take action to address specific crimes. Police sergeants will oversee this process in the precincts, facilitating discussion and making sure goals are met. The officers and community members will be allowed the flexibility to resolve issues by exploring areas other than the criminal justice system. Uniform officers in the neighborhood create a feeling of security. Establishment of an office in the neighborhood puts police in direct touch with community problems and allows immediate assessment by the officers of the problems in the area.

The precinct will become a neighborhood resource center, offering not only emergency help but also assistance in the myriad of social and civil problems that confront people living in urban centers. Office space to accommodate the officers assigned to the project, with sufficient area for meetings of groups up to 25 persons, is critical for implementation of the following plans. Staffing by clerical personnel, consisting of students from the local universities on practicum, provides good, stable, professional help at no cost. The precinct will be open at least 16 hours a day and will operate with an open door policy. Training on proper methods of greeting the public and insistence that the office be run in a professional manner are most important. It will be stressed that the police precinct should be run like a business where the citizen who comes in is treated like a client. The precinct will be an asset for community groups which wish to meet there, be utilized for public education programs, and as a training ground for neighborhood watch groups. It is also a location where youth can come for assistance and guidance by the officers assigned. Staffing cutbacks have caused drastic loss in investigative personnel. This has resulted in a policy of prioritizing cases chosen for investigation. The average house break or larceny gets no attention at this time. These cutbacks will be used to our advantage to reorganize and change the old philosophy of specialization. In keeping with community policing principles community officers will be trained as generalist investigators. They will be equipped with camera and fingerprinting supplies and the proper training in their use so that they can respond

immediately and conduct follow up investigation. This removes red tape from the system, allows the officers who are in the community and know more about crime there to immediately investigate and gives the community more confidence in their uniform officers.

The following outlines community policing approaches to identified crime in the targeted area:
Street Level Narcotics

Past experience in dealing with community concerns indicates that street level narcotics distribution is a root cause of several related crime problems. Identification of a drug house in the target neighborhood will be handled in the following manner. The first step will involve a response by the Narcotics Bureau. An investigation will begin to establish sufficient probable cause for a search warrant. If the drug house is well established and considered very busy, an operation targeting customers will be undertaken. Operation Intercept was launched by the LPD and area agencies in June of 1993. It targets the buyers of narcotics. It has been extremely successful gaining national notoriety, for focusing on the demand side of the equation. It serves to make buyers wary of the area. On the same day we will execute a search warrant. Each search warrant will be preceded by an undercover police buy. Execution of the warrant will also result in the arrest of the occupant of the building. After the suspect is removed from the premises and the search warrant is being executed a team of city inspectors will respond to the target location. A complete inspection by the health, building, fire and code departments will be conducted. If the building is not habitable it will be immediately closed. Innocent residents will be relocated to decent housing. In the past we have had success in demanding relocation by the same landlord thereby establishing a working relationship with them. This is done in an effort to bring housing up to code. State authorities have made available personnel from the National Guard and prisoners on supervised work release programs to board up buildings. Buildings that can not be rehabilitated will be treated as abandoned buildings and will be targeted in the City's ongoing and aggressive demolition program, financed by state and municipal funds. Crack houses and heroin distribution sites that are eventually torn down will have community police officers stationed there during the demolition. Placing these officers at the site shows the community that their concerns are being addressed with specific action. Press coverage of this type of event will be conducted so that the message can be sent not only to drug dealers who may consider setting up in the target neighborhood but also to unscrupulous landlords and other semi-legitimate businesses who facilitate this type of activity.

Sufficient follow up of these investigations has been impossible in the past due to lack of personnel. Provision of these funds will improve our long term ability to engage in community policing by deploying additional personnel for proper response to these important first steps in unseating known drug distributors. In the days immediately following the warrant delivery, the Community Officers will be posted in the area of the target house. The increase in personnel means rapid response units will still be able to respond to emergencies while the additional personnel freed up by this program can spend their time winning back the neighborhood. They will be instructed to identify vehicles cruising the area from other locales who arrive to frequent the drug house and to vigorously enforce motor vehicle and other statues. The area around the drug house will be heavily patrolled so that drug users are dissuaded from coming back, drug dealers understand that the police are seriously interested in giving the area back to the community and the citizens know that they are not left alone after the initial strike by the police department. The City's physical improvement projects, such as housing rehab, lighting, and fencing, will be accessed. We believe that this will leave the residents of the neighborhood feeling good about the area and give them a chance to win back their neighborhood with our help.

Information on bad landlords will be related to the Narcotics Bureau so that follow up may be made with the District Attorneys Office. A new policy of notification of landlords by registered mail, that their property has been used in narcotics activity will facilitate an already aggressive program of seizure and forfeiture by the Middlesex District Attorneys office. Landlords profiting from these illegal acts will be held accountable for their action.

Gang Activity

Identification of gang hangouts and gang ring leaders will be the impetus for directed action on the part of the community policing program. Foot patrols will concentrate on known gang locations. If gangs are congregating at a certain time of the day, they will find themselves accompanied by a uniform officer. Parks that have been taken over by gangs will be the focus of special attention. It is especially troubling that gang activity should result in the loss of a recreational facility funded by public funds. Motor vehicle enforcement, warrant checks, photo identification and intervention teams (see Street Worker program, community outreach) will be utilized in an effort to make the area unattractive to gangs. Physical barriers to stop vehicles from parking in the area and to keep the gangs from easily meeting will be installed. The city has committed to working with the community officers directly. The Assistant City Manager has been the contact person in the past for help in these issues. With the advent of this comprehensive

community program, his assistance will be pivotal in attempts to improve lighting, roads, and other physical improvements in an area that will be in transition. He has agreed to personally supervise the improvement program and to make whatever resources at the city level available to effect change in the community. Physical improvements along with a police presence will stop the outward signs of gang activity in the neighborhood.

It is also important to follow up this initial enforcement activity with outreach programs. Community officers will be utilized as members of the neighborhood who are in a unique position to identify and intervene with youth who can be helped. It is important to recognize that the younger the person the more likely it is that they can be reached by the many social and intervention programs available. Officers assigned to this program will be knowledgeable of options available that will help the situation (See B1 & 2). Consistent with this role the community police officers will be recruiting agents for city recreational services. An aggressive building campaign by the local school district has provided the community with unprecedented facilities to operate recreational programs. Negotiations are moving forward to utilize these facilities year round. The community police officer will work closely with these programs and will be encouraged to attend games and interact with neighborhood kids in this setting. This will give the officer another tool to stop the continuing spiral of "bad families, bad friends" and no choice for city kids. It will also establish a positive role model for children.

Prostitution

Prostitution is a problem closely associated with narcotics. Increased attention to drug distribution points will reduce it. Current experience reveals that continued, aggressive patrol and enforcement of prostitution laws is the only short term solution to this problem. This tactic will be used in dealing with this problem confronting the neighborhoods. Long term solutions relate to mandatory treatment during probation and detox beds on demand for women who wish to break out of the cycle of drug abuse and prostitution. It is recognized that the prostitution problem is also a community health problem. Steps are underway to utilize area teaching institutions such as nursing schools and substance abuse/AIDS outreach services (see B2).

Traffic Enforcement

Abandoned motor vehicles and other traffic issues are serious problems to the residents. Cars left to rot on thoroughfares and inattention to parking and motor vehicle laws is a sure sign that a neighborhood is in trouble. This problem is akin to the broken window theory, showing disinterest by the municipality in an area. This inattention to detail must be combated so that the impression left is of a strong commitment to the neighborhood.

This commitment is the best defense against drug dealers setting up in an area and the resultant urban decay that follows. Serious attention to these issues will result in immediate removal of vehicles that are legally abandoned. An hour used directing traffic is well spent if it relieves a serious bottleneck at the height of traffic. Enforcement will be used to target serious offenders. Citation quotas are not to be a measure of success. Targeting a citizen who is late for work is distasteful and one such incident can cripple months of good community police work. However, persons driving erratically near children or people disregarding traffic lights seriously affect public safety and will be responded to vigorously. Assistance and guidance by the traffic bureau will be sought to show people that the police have returned to the neighborhood.

Schools

Strong channels of communication have already been set up with the local school system. The school department and the Juvenile Bureau of the police department are working closely with the community police officers in the Centralville program. An officer walking through the school with administrators and faculty not only establishes a link between the people involved, but clearly points shows the students that police and school officials are communicating. Funding of this grant will improve our long term ability to engage in community policing by deploying personnel into the Lower Highlands and Acre sections of the city. Identification of children in need of services, involved in gang related activity and/or drug dealing can be accomplished. Background on the child's performance in the school setting can better prepare officers for contact with the student on the street. Early identification of these children is crucial to problem solving as it relates to juvenile delinquency. Having the officers stop in at area school cafeterias for lunch once or twice a week will be encouraged. This will open lines of communication between the police and the children. This will give the police a better understanding of the people in their area and allow the students to see the police in a non-threatening setting. It is our aim to improve public safety through innovative crime prevention programs such as this that target problem youth and at the same time improve communication between police and the community. This is the cornerstone of community policing. (Also see DARE, B 1 and Health Department B 2)

B. 6. Selection of Officers Assigned to Community Policing

Officers assigned to the community policing program will be selected according to the criteria used in selection of officers already assigned to the pilot program in the Centralville area of the city. A posting for the position of community specialist will be made. Officers eligible for selection include any officer currently on the police

department. Selection of officers will be based on the following factors, which are listed more or less in order of importance.

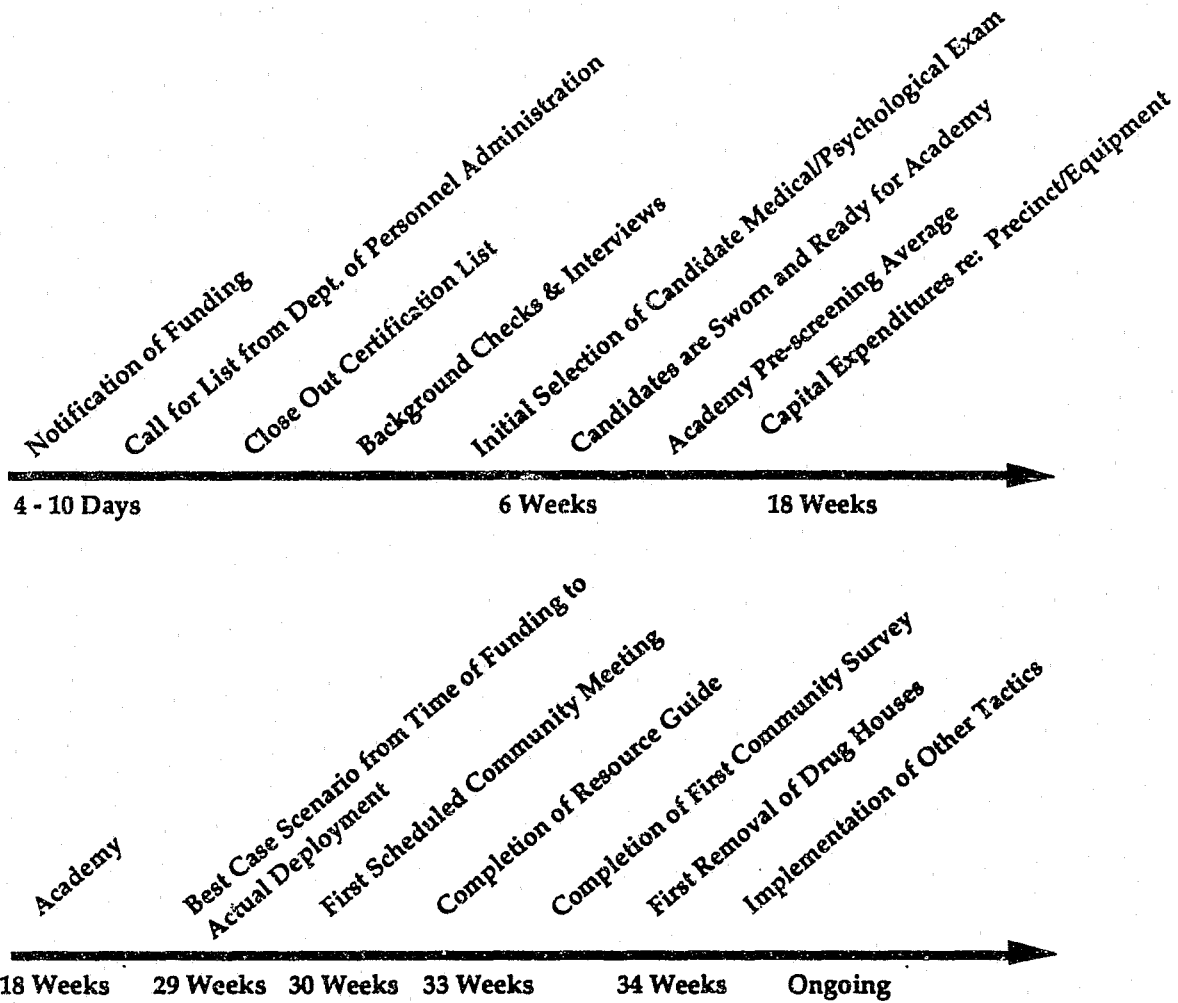
1. Desire and commitment to community concerns
2. Openness to community and ability to establish dialogue
3. Racial and gender diversity reflective of the community
4. Past performance indicating community activism and/or problem solving capacity
5. Personality
6. Ability

It should be noted that of the 11 officers now involved full time in community policing activities five are white, four are Hispanic, one is black and one is a white female. Selection of individuals from this widely varied background is fundamental to our ability to reach out to all segments of the community. This policy will continue with the hiring of new community service officers. New hires will be utilized to fill positions in patrol vacated by community service officers selection. Academy curricula is currently being amended to fully train new officers in the fundamentals of Community Oriented Policing. This is being accomplished as part of a plan to implement Community Policing Department wide.

B. 7. Project Assessment

Project assessment will evaluate the long-term ability of the LPD to engage in community policing, improve public safety through community policing, and local innovations related to the prevention of crime, by increasing the number of law enforcement officers in the areas where they are needed most. The evaluation will utilize a combination of impact and process measures (e.g., crime and victimization indices, quality-of-life measures, community perceptions, individual police perceptions of their work, and indications of change in management philosophy). (Evaluation procedures are detailed in Appendix VII.) Data will be collected— as outlined in the Appendix—within the resource capacity of the Center for Family, Work and Community at the University of Massachusetts•Lowell which has collaborated with the LPD on a similar project.

C. TIME LINE FOR IMPLEMENTATION



It should be noted that administrative procedures relating to transfer of personnel to this program can be easily accomplished during this time frame. Any capital expenditures necessary, i.e. rental of precinct purchase of radios vehicles other equipment can also be easily accomplished during this time frame.

D. CONTINUATION & RETENTION PLANS

The City of Lowell will continue to fund this project at the conclusion of the grant period. A letter of endorsement and commitment follows. (See following insert.)

(revised 11-16-93)

F. BUDGET PROPOSAL

	FEDERAL	CITY
<u>Year one</u>		
1. Salary 12 full time patrol officers	294,000.	
2. Medical Insurance		65,892.
3. Sick Leave		16,896.
4. Holiday Pay		20,148.
5. Clothing Allowance		6,600.
6. Pre employment physical/psychological		7,752.

<u>Year two</u>		
1. Salary 12 full time patrol officers	348,279	
2. Medical Insurance		65,892.
3. Sick Leave		20,004.
4. Holiday Pay		22,476.
5. Clothing Allowance		6,600.

<u>Year three</u>		
1. Salary 11 full time patrol officers	341,000.	31,000.
2. Medical Insurance		65,892.
3. Sick Leave		21,240.
4. Holiday Pay		23,988.
5. Clothing Allowance		6,600.

TOTALS	\$983,279.	\$380,980.
---------------	-------------------	-------------------

PROJECT TOTAL : \$1,364,259.

(revised 11-16-93)

BUDGET NARRATIVE

Year One

1. Pursuant to a contract between the City of Lowell and the International Brotherhood of Police Officers Local 382, salary for a starting police officer is \$440.61 per week, for the first six months of employment. On the seventh month salary is increased to \$498.08. One half year = 26 1/2 weeks X 440.61 = \$11,500.
One half year = 26 1/2 weeks X 498.08 = \$12,999
TOTAL \$24,500.

\$24,500. X 12 Officers = \$294,000.

2. Medical Insurance. City pays 75% of BCBS Master Medical Computed on Family Plan (Most officers are married). City cost per officer per year = \$5,491.
\$5,491 X 12 = \$65,892.

3. City allows 15 sick days per year. Officers accumulate up to 290 days, making city liable until officers retire. 7.5 days X \$88.17 = \$661. plus 7.5 days X 99.67 = \$747 Total \$1,408 per officer.
\$1,408. X 12 Officers = \$16,896

4. Holiday pay. City allows 12 paid Holidays. Average officer works 8 at time and one half and gets straight time for day off. 8 days X \$160.00= \$1,280 plus 4 days X \$99.67= \$398.68 Total \$1,679 per officer
\$1,679. X 12 Officers = \$20,148.

5. Clothing allowance per contract \$550. per officer per year \$550.
\$550 X 12 = \$6,600.

6. Pre employment testing pursuant to contract as follows: Medical \$296.
Psychological \$350.
Total \$646

\$646 X 12 = \$7,752.

Note: number 6 is a one time cost.

Year Two

Yearly salary increases to \$29,023. Medical insurance remains the same. Holiday and sick time are calculated on the new wage scale. Clothing remains the same. Any increases in costs will be borne by the city. In the second year college incentive money is paid to officers with degrees as follows 10% for Associate degree, 20% for Bachelors and 25% for masters. Impossible to compute without knowledge of new hires. Cost will be borne by combination of city and state money.

Year Three

Yearly salary increases to \$31,000. Due to the one million dollar Hiring Supplement Program limit, the cost of one officer will be picked up by the city for the last year of this program. Medical insurance remains the same. Holiday and sick time are calculated on the new wage scale. Clothing remains the same. Any increases in costs will be borne by the city. In the third year college incentive money is paid to officers with degrees as follows 10% for Associate degree, 20% for Bachelors and 25% for Masters. Impossible to compute without knowledge of new hires. Cost will be borne by combination of city and state money.

Evaluation, Technical Assistance, and Training Plan

The University of Massachusetts•Lowell's Evaluation and Technical Assistance Team, housed at the University's Center for Family, Work, and Community, will manage the training and evaluation activities related to the City of Lowell's Police Department's Community Policing Program. This portion of the proposal will discuss the:

- Capacity of the Center for Family, Work and Community to provide evaluation and technical assistance to the City of Lowell's Police Force.
- Plan for establishing ongoing needs assessments in the targeted communities.
- Process evaluation strategies.
- Outcome evaluation strategies.
- Community policing technical assistance and training needs.
- Year one timeline.

Capacity of the Center for Family, Work and Community to provide evaluation and technical assistance to the City of Lowell's Police Force. The Center for Family, Work, and Community was created by the University of Massachusetts•Lowell to meet Michael Hooker's--President of the University of Massachusetts Higher Educational System--mission that state universities should be a resource to the communities they reside in. Twenty-seven of these centers currently exist at UMass•Lowell, most of them devoted to regional economic development. The Center for Family, Work, and Community has the specific mission of developing the human potential in the Merrimack Valley. Past and present community services include process consultation, facilitation and development of strategic planning processes, development of self-managed work teams, design and implementation of experientially-based youth programs, adventure-based training, team development, program evaluation (process and outcome), data analysis, geographical mapping, research, design and implementation of alcohol and other drug abuse prevention programs, cross-cultural mediation, and proposal writing. The Center owns and operates a challenge ropes course for peer leadership and team development training. Linda Hart, the Center's Project Manager, has extensive experience in corporate and nonprofit organizational development work. She also has a master's degree in Program Evaluation. Linda Hart and Dr. Linda Silka (see attached resumes) served as the evaluators for a federally funded Center for Substance Abuse Prevention (CSAP) grant in Lowell. Dr. Silka now consults to CSAP on a regular basis advising coalitions on their process, outcome, and technical assistance strategies. In addition to Dr. Silka and Linda Hart, the Center has a talented group of consultants who work on a contractual basis. Graduate students in the Community and Social Psychology and Work Environment Departments also work at the Center.

Plan for establishing ongoing needs assessments in the targeted communities.

In order to conduct the most effective community policing program, the Lowell Police Force will need to be constantly aware of the changing needs relative to crime reduction in Lowell's various neighborhoods. Archival data frequently does not reflect present community conditions. The evaluation team will work with the Lowell police to conduct interviews, develop and implement surveys, and run focus groups. The evaluators will analyze the results of these assessments to advise the Lowell Community Policing Program on program design strategies and mid-course adjustments.

Process evaluation strategies. The Center's experience with coalition based evaluation says that process oriented strategies are the most useful to project staff. Process oriented evaluation gives practitioners immediate feedback on their organizational strategies and builds capacity within the police force to conduct self-evaluations. Center staff will work with the police force to develop work plans, design coalition meeting agendas, reflect on the effectiveness of coalition and police force meetings, and manage quality control and effectiveness throughout the program. A detailed process evaluation plan will be developed by the evaluation team upon funding.

Outcome evaluation strategies. The Center possesses a tremendous amount of archival data relative to the city of Lowell. All 1990 Census data is compiled according to census tracts. The Lowell Community/University Partnership files belong to the Center. During the past several years the Partnership collected data from many sources relative to alcohol and other drug abuse as well HIV infection information. The Center is also part of a computer communications system permitting access to all data available in major universities on an international scope. The Center will compile an initial baseline of data. As appropriate new information will be added and compared to the baseline figures.

Community policing technical assistance and training needs. The Center will provide its' considerable expertise to process consultation and other forms of organizational development to the community policing program. In addition, the Center will help the Lowell police force locate and implement state-of-the-art criminal justice based community policing training. The complex challenges of neighborhood coalition building will be facilitation through the Center's consultation. Lowell's neighborhoods are extremely diverse culturally and ethnically. For this reason, a sizeable portion of the training budget--\$20,000--is dedicated to cross-cultural mediation. Reinaldo Rivera (see attached resume) is a locally, nationally, and internationally known cross-cultural mediator. He has worked with the Lowell Police Department in the past and is currently working with Linda Hart to mediate conflicts in Lowell's Cambodian community.

APPENDIX VIII

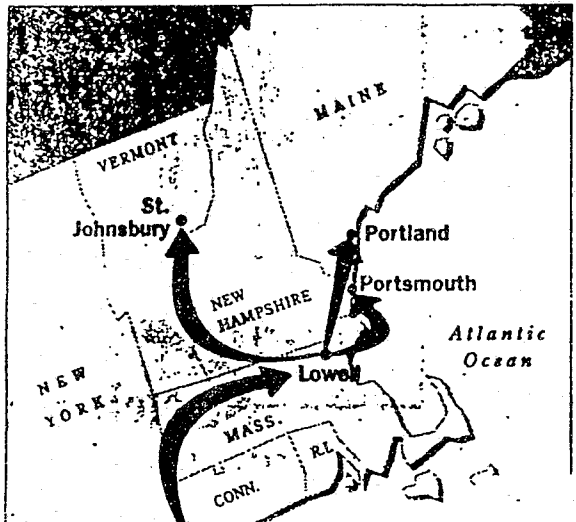
Newspaper Articles

Drugs coming from New York are funneled through city to 3 states

By PATRICK COOK
Sun Staff
2/14/93

The drug traffic in Lowell

Lowell is a hub for the heroin trade, which originates in New York City, is dispatched through Lowell, and then shipped to Portsmouth, N.H., Portland, Maine and St. Johnsbury, Vt.



LOWELL — On Wednesday, Sept. 30, after watching several cars with Vermont license plates drive up outside the Lowell apartment of a suspected drug dealer, city police arrested a man they accused of running a drug pipeline between Lowell and St. Johnsbury, Vt., a town about 90 minutes from Burlington.

On Nov. 14, Lowell police made a record seizure of heroin — 22 pounds of the drug — that was being smuggled into Lowell from New York City. Eleven days later, they doubled the seizure and arrested three people who tried to bring five pounds of the drug into Lowell from New York City.

On Dec. 30, two Portland, Maine, men were arrested after allegedly buying heroin from a woman on Richmond Street in Lowell. Police allege that the suspects were going to return to Maine and sell the drug.

DRUGS/From Page 1.

percent profit.

Sixteen days later, police followed a Lowell woman to Portsmouth, N.H., where they watched her deliver a pound of cocaine to an undercover police officer.

These are five among many drug busts, but each case is indicative of a larger problem that Lowell police have openly acknowledged for years: — in several other states, Lowell is notorious as being a key distribution point for cocaine and heroin.

Lowell police say large quantities of the drug are smuggled into the city, and then distributed through a series of networks that filter the drugs into at least three other New England states — New Hampshire, Maine and Vermont.

Interviews with drug investigators in Lowell and the three states say Lowell's link in the interstate networks is particularly acute in the heroin trade. The other cities say their cocaine trade is supplied by several sources, not just Lowell. But



'It's a very involved business, and just like the distribution of any product, it's a business that is conducted with the intention of reaching as large an audience as possible.'

— Capt. Edward Davis,

three states point to Lowell as their main supplier.

Here's how the narcotics investigators break down the network:

The drugs originate in other countries, usually in Colombia, and are smuggled into the United States through Florida, Texas or New York City. Ultimately, the bulk of Lowell's drugs are funneled through New York City. Lowell is one "cell" in the network.

Once the drugs are smuggled into Lowell in large quantities, they are split up and distributed to several other "cells." While several communities contiguous to Lowell receive much of the product, a great deal of it travels north over state lines, earmarked for communities such as Portland, Maine, St. Johnsbury, Vt., and Manchester, Concord, and Portsmouth, N.H.

"It's a very involved business, and just like the distribution of any product, it's a business that is conducted with the intention of reaching as large an audience

"We have runaways that are picked up there, so it's not speculation," said Sgt. Richard Morrissey. "They are going there." "It's a bigger than we are, so there are bigger and better problems there," Morrissey said, referring to Lowell. Police say older teens are coming to Gardner from Lowell and luring youths to come back with them. Police also say they have few doubts about the motive for these older teens to travel so often to Worcester County. "It's drugs," Morrissey said. Illegal drugs are being trafficked

By the third day, Gardner police had tracked her down. The girl said she's not interested in going back to Lowell, although she still sees the boys hanging around in Gardner. "I just wanted to hang out with my friends," said the girl, who wished to remain anonymous. "It was, like if anything happened, the guys would protect us. They had knives." For three days, the group stayed in an abandoned building, where the boys used drugs and took the girls out to fast-food restaurants for meals or out to housing projects to meet other teens.

The allure of drugs and the big city of Lowell are attracting teenagers from the suburbs, according to a Gardner police officer. But Lowell police don't see it as a big problem. Gardner police are investigating recent cases of teenagers running away to Lowell, and they suspect drugs might be involved.

One teen-age girl who recently returned to Gardner after running away to Lowell told The Gardner News she left home with her best friend and a group of older boys. "I just wanted to hang out with my friends," said the girl, who wished to remain anonymous. "It was, like if anything happened, the guys would protect us. They had knives." For three days, the group stayed in an abandoned building, where the boys used drugs and took the girls out to fast-food restaurants for meals or out to housing projects to meet other teens.

5
3
2
1
A SUN STAFF
AND WIRE REPORT

Gardner police: Lowell is haven for teen runaways

ed by teens and young adults, he added. But Lowell police Lt. Kevin Stavelly said that Lowell police don't see a lot of teen-agers from the suburbs hanging around looking for drugs.

Lowell called a key drug distribution center for New England cities

Capt. Edward Davis, head of the Lowell Police Vice/Narcotics Squad. "Lowell is just one piece in the large puzzle."

Investigators in the other states don't blame Lowell for the drug problem in their states. "We're not blaming Lowell at all," said William Yout, a special agent with the federal Drug Enforcement Administration (DEA) in New Hampshire. "If it wasn't Lowell, it would just be somewhere else. Lowell just happens to be the city that's geographically convenient for the drug dealers."

Davis and Yout said Lowell is considered a key source city for drugs because it is located near so many major highways — Interstates 93 and 495, and Routes 3 and 128. Davis said Lowell developed its reputation as a cocaine and heroin center because of a small group of Colombians who settled in the city in the early 1980s and established a network that blossomed and has controlled the drug trade for most of the past decade.

Doud said the Vermont link was established via a drug rehabilitation center in St. Johnsbury, which is located about 2½ hours north of Lowell. "Over the years, the rehab for heroin addicts has served as a breeding ground, where many of them get together, including many from Lowell," Doud said. "Some settle in the St. Johnsbury area and unfortunately, many fall back into heroin use problems."

He said the addicts then try

Lowell and become the contact person in St. Johnsbury.

Sgt. Arthur Shaughnessy of the Portland, Maine, police said Maine drug dealers take advantage of the low cost of drugs in Lowell, where larger supplies of the drugs help keep the prices down.

Maine drug dealers routinely travel to Lowell and Lawrence, where they buy heroin for about \$10-\$20 a bag. They then make the one-hour and 45-minute return trip to Maine, where they sell the packages for \$50-\$60, he said.

He said more than 90 percent of the heroin in circulation in Portland originates from either Lowell or Lawrence.

Ultimately, though, the interstate drug trade flourishes because a market exists for it.

"Unfortunately, we would not have drug distributors coming across the borders unless we had somebody to distribute the drugs to," Yout said. "But as long as Americans have huge appetites for drugs like cocaine and heroin, we'll have them and

Seizure offers look at thriving area drug trade

By MARCIA CASSIDY and PHIL SERAFINO
Sun Staff

LOWELL — Drug enforcement officials today praised the weekend seizure of more than 30 pounds of cocaine in Lowell and New Hampshire, but called it a sobering indication of the large amount of drugs being smuggled daily into the city.

Police said the more than \$2 million worth of cocaine seized in Lowell, Dracut and Portsmouth, N.H., originated in Colombia and was being shipped from New York to Lowell and then throughout New England.

During a press conference today at Lowell City Hall, Lowell police and officials from the federal Drug Enforcement Administration, the Massachusetts State Police and the drug task force assigned to the New Hampshire attorney general's office spread the seized packets of cocaine and nearly \$50,000 on a table before them to demonstrate the magnitude of the seizures.

"Is there more of this stuff coming into the city now or are we just getting better at catching them?" asked State Police Lt. Mark Delaney, head of the narcotics squad assigned to the

Middlesex County district attorney's office. "It's shocking to think that this quantity of the drug may have been coming in for years."

Delaney said that with each arrest and seizure, police learn more about the sophisticated drug organizations and the means used to hide and distribute the drugs.

Police allege the drug traffickers smuggled the cocaine into the city in electronically controlled secret compartments bolted onto the undercarriages of cars.

"It continues to amaze me the effort and expense they will go to to hide these drugs," said Capt. Edward Davis, commander of the Lowell Vice/Narcotics Squad.

William Yout, DEA special advisor, said the seizures will make a small dent in the war against drugs.

"We're not going to stand here and say it's going to end it," he said. "... It's not going to stop until the Americans curb their appetite for drugs."

Seven people were arrested Friday in a series of raids triggered by the arrest of Alicia Morales, of 696 Merrimack St., who allegedly sold a pound of

Please see DRUGS/7

Cocaine seizures offer police a glimpse of thriving drug trade

DRUGS/From Page 5

high-grade cocaine to an undercover officer in Portsmouth, N.H.

It is said police discovered yesterday that one of the suspects had skipped bail on earlier drug trafficking charges in Boston.

The man who identified himself as Manuel Martinez, 37, of Lowell, in fact is John Ochoa,

Morales was jailed after arraignment Friday in U.S. District Court.

he said.

Ochoa and two other suspects — Eladio Rojas, 36, of 454 Mammoth Road, Dracut, and Bladimiro Zuleta, 32, of 1361 Pawtucket Blvd., Lowell — faced arraignment later today in U.S. District Court in Boston on charges of trafficking in

more than 200 grams of cocaine and conspiracy to violate narcotics laws.

The remaining three suspects — Claudia Escobar, 30, and Marina Escobar, 40, both of 454 Mammoth Road, Dracut, and Lillianna Roman, 30, of 114 Delmont Ave., Unit 49, Lowell

— were arraigned this morning in Lowell District Court and released on personal recognizance.

The Escobars were each charged with conspiracy to violate the controlled substance laws and Roman was charged with illegal possession of a controlled substance.

Morales was jailed after arraignment Friday in U.S. District Court.

Ten charged during vice sweep

5/21/93

Police focus attention on different part of the city

By PATRICK COOK
Sun Staff

LOWELL — The ongoing police crackdown on prostitution spread to new areas last night, resulting in 10 arrests on morals charges, police said.

Spurred by requests from city officials for stricter enforcement in recent weeks, police staged several undercover operations targeting vice problems, such as street-level drug dealing and prostitution.

For several hours last night, police used undercover officers to apprehend several women on morals charges.

Capt. Edward Davis of the Vice/Narcotics Squad said the crackdown focused on the Branch and School streets, Chapel Street, and Moody Street areas.

"The prostitutes were work-

ing several locations across the city, not just their normal areas," said Davis. Usually, the prostitution sweeps occur in the Appleton, Middlesex and upper Market Street areas.

Davis said police were particularly concerned about increased prostitution in the Branch and School Street areas.

He said "it was very active out there, stretching as far as Dover Square," which is located further into the Highlands, about four blocks away.

"It appears as though School and Branch streets is going to be another area that we'll have to pay a lot of attention to," Davis said. "We will stay on top of the problem." He said there were a significant number of customers looking for prostitutes last night.

Davis said last night's busts were part of a police vice detail

that was formed last month at the request of the City Council.

Those arrested and released on bail included: Gregg Allen Fudge, 29, 152 Smith St., unnatural acts; Darlene Laroe, 38, 65 Barkley St., offering sex for money; Jean Matley, 34, 24 Corral St., common nightwalking; and Brenda Ramadell, 23, 5 Decatur St., unnatural acts.

Those held at the police station in lieu of bail included: Milagros Baez, 22, 307 West Sixth St., offering sex for money; Laurie Ann Dobe, 23, no address listed, offering sex for money; Grace Forrester, 22, 489 North End Blvd., offering sex for money; Devon Knight, 34, 192 Wilder St., common nightwalking; Thelma Ann Osorio, 27, 159 Fort Hill Ave., common nightwalking; Aida Iris Roman, 27, 888 Harrison Ave., Boston, offering sex for money.

Three Lowell men robbed; one is shot

5/21/93

Victims say suspects wore bandanas, Raiders jackets

By PATRICK COOK
Sun Staff

LOWELL — Three friends were confronted by a group of young men wearing bandanas who robbed the three and shot one of them at least twice early today, police said.

The shooting victim, Mark Ariz, 23, of 7 Wilder St., was conscious but screaming in pain as he was carried away from the scene by ambulance attendants a little past midnight. He was bleeding heavily from gunshot wounds to his head and his right leg.

He was first taken to Lowell General Hospital, but early today was transferred by the Lifelight helicopter to the University of Massachusetts Medical Center in Worcester. A spokesman said Ariz's condition as he left Lowell General Hospital was critical, but stable.

Ariz was in the operating room and no condition available early this afternoon, according to a nursing supervisor at UMass Medical Center.

Two friends who were drinking a case of beer with Ariz on some rocks aside the Pawtucket Canal off Broadway told police that four young Asian men wearing blue bandanas over their faces and Los Angeles Raiders jackets came upon them and attacked them.

One of the other victims said the suspects forced them to lie down on the ground. They stole the victims' wallets, escaping with more than \$200 in cash, police said.

"He had us all on the ground and made us empty our pockets," one victim said of the gunman. "He couldn't have been more than 15 years old."

One of the victims said that at some point during the confrontation, one of the suspects, who was wielding a small handgun, fired a shot into the air.

One of the victims said four more shots were fired. Two of them hit Ariz. The other two men with Ariz were not injured.

Police said Ariz was shot while he and

Please see SHOT/4

Police, neighbors air their concerns on variety of topics

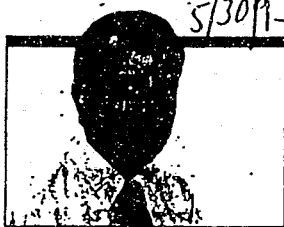
LOWELL -- Lowell police have raised a wary eyebrow at the appearance of three letters in the Acre neighborhood. Members of the Boston Red Dragons gang, distinguished by their initials, BRD, have been spotted on several occasions by Lowell police near the North Common.

Sources say that the BRD, which is considered by law enforcement authorities to be one of the more organized and dangerous Boston-area gangs, was summoned to Lowell by another of the city's gangs, the Street Boyz, SB.

Sources say SB members have called on the BRD to help stack the odds in their favor in their ongoing rivalry with Lowell's Tiny Rascals Gang, TRG.

SB has apparently asked the BRD for help in the form of firearms, the sources said.

TRG members, who usually hang out at Clemente Field at the intersection of Branch and



In the Neighborhood
with
PATRICK COOK

Middlesex streets, are aware of BRD's appearance in the city and are on guard, the sources said.

BRD members tend to wear red clothing; red bandanas, red flannel shirts and red baseball hats embroidered with the letters BRD. Many have several tattoos on their arms. Most BRD members are between 18 and 23 years old.

Please see C00K/25

4 indicted in two city shootings

A SUN STAFF REPORT

6/9/93

CAMBRIDGE -- A Middlesex County grand jury last week indicted several area people, including four Lowell men involved in two unrelated shootings that left two people injured.

Dung Van Le, 17, of 42 Howard St., and Thanh Thach, 19, of 1384 Gorham St., are each charged with armed assault with intent to murder, assault and battery with a dangerous weapon and possession of a firearm.

According to police, the men were involved in the shooting of Loeung Hao, 18, of Lowell, on Aug. 25, after a confrontation between two groups of youths on the South Common.

Hao, who was shot twice in the hip and thigh, staggered through the Bishop Markham Village apartment complex before collapsing on Gorham Street, police said.

In addition, the grand jury also returned indictments against two other Lowell men who allegedly shot a 13-year-old boy playing basketball with his friends.

Thy Chea, 26, 115 Salem St., and Pisith Ting, 23, of 174 Hale St., are each charged with assault and battery with a dangerous weapon and assault and battery.

Police said Chea and Ting were among two carloads of young men who pulled alongside a group of teen-age boys dribbling a basketball at

the corner of Salem and Hancock streets on April 25.

Shots rang out from one of the two cars, striking Edwin Sanchez, of Lowell, twice in the back and the leg.

The assistant district attorney prosecuting both cases is Robert Brennan.

An arraignment date in Middlesex Superior Court has not yet been scheduled for either case.

The following people were also indicted:

— Javier Perez, 19, 1091 Gorham St., Lowell, possession of heroin with intent to distribute; in Lowell.

— Frankie Rodriguez, 18, address not reported, possession of heroin with intent to distribute.

— John Peredina, 447 Central St., Lowell, assault and battery with a dangerous weapon on a person over 65, assault and battery; in Lowell.

— Carlos Martes, 18, and Alex Jimenez, 25, addresses not reported; armed assault, masked armed robbery, assault and battery with a dangerous weapon, two counts; in Lowell.

— Paul St. Pierre, 19, 172 Cross St., Lowell, distribution of heroin; in Lowell.

— Ellen Marie Martes, 53, and Edward Aranjio, 50, addresses not reported; armed robbery, two counts; Burlington and Chelmsford.

Lowell police arrest 16 in prostitution sweep

By PATRICK COOK
Sun Staff

5/19/93

LOWELL -- A female Billerica police officer who posed as a prostitute helped Lowell police detectives yesterday arrest a dozen men on charges they tried to solicit sex. Police also arrested four women on prostitution charges.

In hopes of attacking a prostitution problem that has begun extending out of the areas where prostitutes have long been notorious, Lowell police yesterday announced several new tactics, including:

• Plans to return to a strategy they used more than five years ago to use an undercover policewoman to help catch would-be customers, or "johns."

"It's very effective in terms of numbers, because there are more customers out there than prostitutes," said Capt. Edward Davis of the Lowell Police Vice Squad. "These laws are on the books, and they should be enforced equally."

• Asking local legislators to consider preparing a bill that would allow police to seize customers' cars. That proposal would mirror current legislation that allows for seizure of vehicles and other property during drug raids.

Please see CRACKDOWN/4



Capt. Ed Davis

Lowell police arrest 16 in prostitution sweep

CRACKDOWN/ From Page 1

• Conducting undercover surveillance to catch prostitutes in some new areas that they have recently begun to frequent. Those areas are in the Highlands on Middlesex, Branch and Westford streets, extending through Cupples Square as far as Stevens Street.

"The prostitutes have branched out into new areas where they apparently think they won't be bothered," said Davis. "They're trying to establish themselves in new neighborhoods, and we're very concerned about it and absolutely will not tolerate it."

The undercover work by Billerica police Officer Kathy Coneeny marked a return to a tactic that Lowell police frequently used back around 1987, when hundreds of men were arrested during undercover operations.

Davis said police are planning to return to actively staging "johns" operations because they are often a better crime deterrent than arresting prostitutes.

Last night, Coneeny walked in the Branch, Summer, South, Appleton and lower Middlesex streets area, posing as a prostitute. Davis said Coneeny was wearing jeans and a leather jacket and avoided any provocative clothing in order to avoid claims of entrapment by her would-be customers.

Coneeny was also careful not to initiate the conversation, Davis said.

"She waited until the men approached her," Davis said. "In some cases, they drove by four or five times until they actually made contact with her. They initiated every single conversation. Once they made the offer, they were taken into custody."

Lowell police officers marked cars would sweep in and arrest the suspects elsewhere in the area, Davis said.

Davis said the alleged "johns" all "used quite explicit language,

telling the officer what it was they wanted and how much they wanted to pay for it."

Davis said police also arrested several alleged prostitutes who were "working the streets" at the time, in order to remove any competition from the area.

Davis said the strike at the alleged customers was important because "if we establish a policy and procedure of only enforcing the law as it pertains to the females, we're open to a defense by an attorney who represents the females that would consist of saying we're prejudicially enforcing the law."

Davis said similar operations are planned in the future.

Here are the names of the suspects and their charges, as listed by police:

Charged with offering money for sex were Peter McArdle, 42, of 14 Westview St., Groton; Paul Plater, 44, of 9 Child's Way, Hillsboro, N.H.; Michael John Dutton, 27, of 34 Broadway St., Westford; Brian Keith Perry, 32, of 25 Parham St., Chelmsford; John Michael Beumil, 35, of 10 Masefield Road, Nashua, N.H.; Randolph Albert Blazonis, 36, of 32 Bigelow St., Chelmsford; Paul Chaves, 30, of 486 Andover St., Lowell; William John Shugrue, 37, of 529 Boylston St., Lowell; Vo Thach, 36, of 18 Auburn St., Lowell; Alan Gates, 39, of 59 Martin St., Lowell; Kenneth Trask, 31, of 51 Frederick St., Dracut; and David Wasylak, 28, of 74 Boston Road, Billerica.

Charged with either common streetwalking or common night-walking were Karen Lee St. Pierre, 23, of Third St., Lowell; Kathleen Ann Rivera, 36, of Summer Street, Lowell; Cynthia Burbank, 28, of Tennis Plaza Lane, Dracut; and Mary Beth Martin, 26, of Appleton Street, Lowell.

All of the suspects were scheduled for arraignment today in Lowell District Court.

City: Vice crackdown a success

By PATRICK COOK
Sun Staff

LOWELL — Fed up by what seemed to be a burgeoning drug and prostitution trade, the City Council recently met with police leaders behind closed doors and asked for increased police pressure on the problems.

What city officials got were nearly 100 arrests within three weeks.

Last month, the City Council held an executive session with Police Superintendent John Sheehan and Police Department officials to discuss ways to tackle the crimes.

Sheehan told councilors that if he could get a manpower

Please see CRACKDOWN/22

Police beef up patrols, claim nearly 100 arrests

CRACKDOWN/From Page 1

commitment from the city, he would promise them results.

Using money from federal Community Development Block Grants and the police payroll, City Manager Richard Johnson arranged the appropriation of money for a three-member patrol to hit the streets in the foreseeable future.

Capt. Edward Davis, head of the Lowell Police Vice/Narcotics Squad, said the patrol has already reaped tremendous benefits, hitting the streets hard.

"We're confident that it's having an effect on the street situation," he said. "The officers have been making everything from street-level prostitution arrests of both the hookers and their customers, to charges of possession of crack cocaine.

"We're utilizing several tactics," he said. "Surveillance, undercover purchases, informants, specifically targeting the street-level stuff."

He said police have concentrated on hookers venturing into new territories — Branch and Westford streets in the lower Highlands or upper Merrimack Street — or increased drug-dealing in neighborhoods such as back Central Street or lower Centralville.

"We're trying to stay all over these guys and pester them," Davis said.

'I say bravo, let these guys go and pull as many of these junkies and prostitutes off the street as possible.'

— Mayor Tarsy Poullos

City Councilor Edward "Bud" Caulfield said the "council needed to let the Police Department know that the council was willing to extend its hand to offer them some help. But the council wanted something done and done immediately."

Caulfield and Mayor Tarsy Poullos said they were pleased by the high number of arrests the roving detail has yielded, and said they hope to see it continue for a long time.

"I say bravo, let these guys go and pull as many of these junkies and prostitutes off the street as possible," Poullos said. "They're going after the street-level people, the ones that everybody sees."

"The environment out there was getting to the point that some of these problems weren't even getting addressed," Caulfield said. "I could see the prostitution and drugs escalating, affecting the business community and residents, and it needed to be dealt with quickly."

NEWS

7/11/93

Police: Shots fired in city gang dispute

By PATRICK COOK
Sun Staff

LOWELL — Police received at least six reports alerting them to what they believe was gang-related gunfire in the lower Highlands at around 6 p.m. last night, but were unable to find anyone involved in the case until nearly an hour later when they stopped a car driving through the Acro.

Nobody was injured in the incident, which occurred on Grand Street near Westford Street, police said. Police alerted the local hospitals to be on the lookout for a shooting victim, but none was reported.

Police said the suspects fired at least five shots through the window of a red Honda Prelude that was filled with Asian males. Police stopped and seized a red Honda that was driving on Cross Street near Adams

Street a short time later.

Police said there were Asian men inside the car, and said the vehicle was damaged by gunfire, but would not elaborate. At least one of the men who was inside the car was interviewed by police.

Police called the Fire Department to Cross Street to supply a ladder so they could climb to a rooftop to search for a handgun, but did not find one, police said.

No arrests were made in the case and police still don't know what prompted the attack. Police said they recovered five spent shell casings from a 9mm handgun on Grand Street. In radio reports, police said the incident may have been gang-related.

Police last night did not know if it was related to a reported handgun attack a short time earlier, a few blocks away on East Pine Street.

7/11/93 Crime watch editorial

Handed off to a group of Lowell residents who have banded together to make their neighborhood a safe and decent place for their families, as opposed to a safe house for prostitutes and drug dealers.

In response to the increasing presence of criminal elements in the streets surrounding the Middlesex Superior Court in "the Flats" section of Lowell, a group of concerned citizens has decided to do something about the sleazy peddlers, rather than merely sit back and watch them infiltrate their neighborhood.

This past Tuesday night, more than three dozen angry residents of Elm, Chestnut and nearby streets asked representatives of the Lowell Police Department to advise them of the best way to take back control of their streets from those who view them only as avenues of vice and crime.

And that advice was simple and straightforward — harass them before they harass you. Police advised residents that constant vigilance and communication with local authorities is to when and where the intruders were congregating was the best way to let them know that they were not welcome and would not be tolerated by those who live in the neighborhood.

As a result of the meeting, the residents, with police assistance, have organized their own neighborhood crime watch.

And the last thing the dealers want or need is scrutiny from the law.

According to one of the organizers, "It's almost like putting a light on in a dark room and watching the cockroaches run and hide."

A more fitting analogy you could not find.

Highlands resident: City ^{4/27/78} should clean up 'war zone'

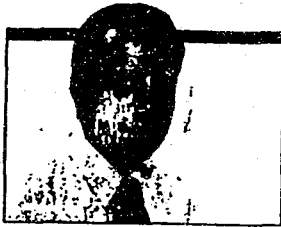
In the movie *The Super*, slumlord Joe Pesci was ordered by a judge to live in one of his own rat traps to get a taste of the impoverished lifestyle his indifference was forcing upon his tenants.

Michael Gordon of 36 Howard St. in the lower Highlands would like to foist a similar fate upon the city leaders, just so they could get a first-hand taste of what has happened to one of the city's neighborhoods.

Prostitution is rampant. Drug dealers have set up shop in abandoned buildings. Rival gangs exchange gunfire.

And in the middle of it all, a resident of the city and his wife are trying to eke out a living, unable to sell the two houses they own in the middle of a neighborhood that is rapidly plummeting beyond repair.

"This area has just been so inundated with prostitution and drugs and related crimes like burglaries, it seems like it's almost been forgotten," Gordon said last week. "A lot of the frustration in getting things accomplished is the bureaucracy of government. It's a case of a neighborhood getting lost in the government shuffle."



In the Neighborhood
— with —
PATRICK COOK

Gordon, 37, feels that if city leaders were forced to live in the neighborhood, they'd realize just how far gone things are. Ditto for real estate owners or management companies who abandon their buildings to the fates. "These people wouldn't be caught dead in their own buildings," he said.

Gordon, who moved into his home with his wife Laurie more than 10 years ago, knows that neighborhoods in the city aren't the same as what they once were. And that's making him entertain thoughts of relocating.

Please see COOK/19

Man wants city to clean up 'war zone'

COOK/From Page 17

"It's not something I especially want to do, but leaving the city is looking a lot better these days. I've been here so long parts of it have grown on me, other parts have made me numb," he said. "Sure, the grass is always greener somewhere else, but I'm just looking for someplace to have peace and tranquility. Someplace where I don't think that every car backfiring is another gun going off. Down here, it's a free-for-all war zone."

Gordon said there's a litany of events that have made him feel unsafe in his own neighborhood:

- Earlier this month, a Lowell teen was shot about 100 yards from Gordon's home.
- a few blocks away at Roberto Clemente park, is the hangout of one of the city's largest teen gangs.
- fires have damaged one home on Howard Street and destroyed a tenement on nearby Westford Street.
- prostitution arrests in the area have skyrocketed in recent months. Police say the hookers have started walking in new areas to be closer to their drug source.
- at least one abandoned building is now inhabited by drug dealers with a lucrative business.

"This didn't just happen overnight, but what the neighborhood has become is really a shame," he said. "Now, I'm scratching my head here and



Michael Gordon in his lower Highlands neighborhood.

trying to protect what little I have."

Gordon is trying to take his concerns to City Hall, hoping to rally some attention from police, the City Council and the Code Department.

Councilor Curtis LeMay has already been to Gordon's house, and encourages his efforts.

"I applaud anybody that takes a stand in any neighborhood as to the betterment of it," LeMay said. "This man is a taxpayer and a longtime resident of the area and deserves

his peace of mind. It's up to the council to be the eyes and ears in City Hall for all these neighborhoods."

Gordon isn't sure he's prepared to steel himself for a long battle. He's not fully convinced it would be worth it.

"Most of the longtime people in this neighborhood are gone," Gordon said. "But there's still some decent, hard-working poor- to middle-class people trying to survive here."

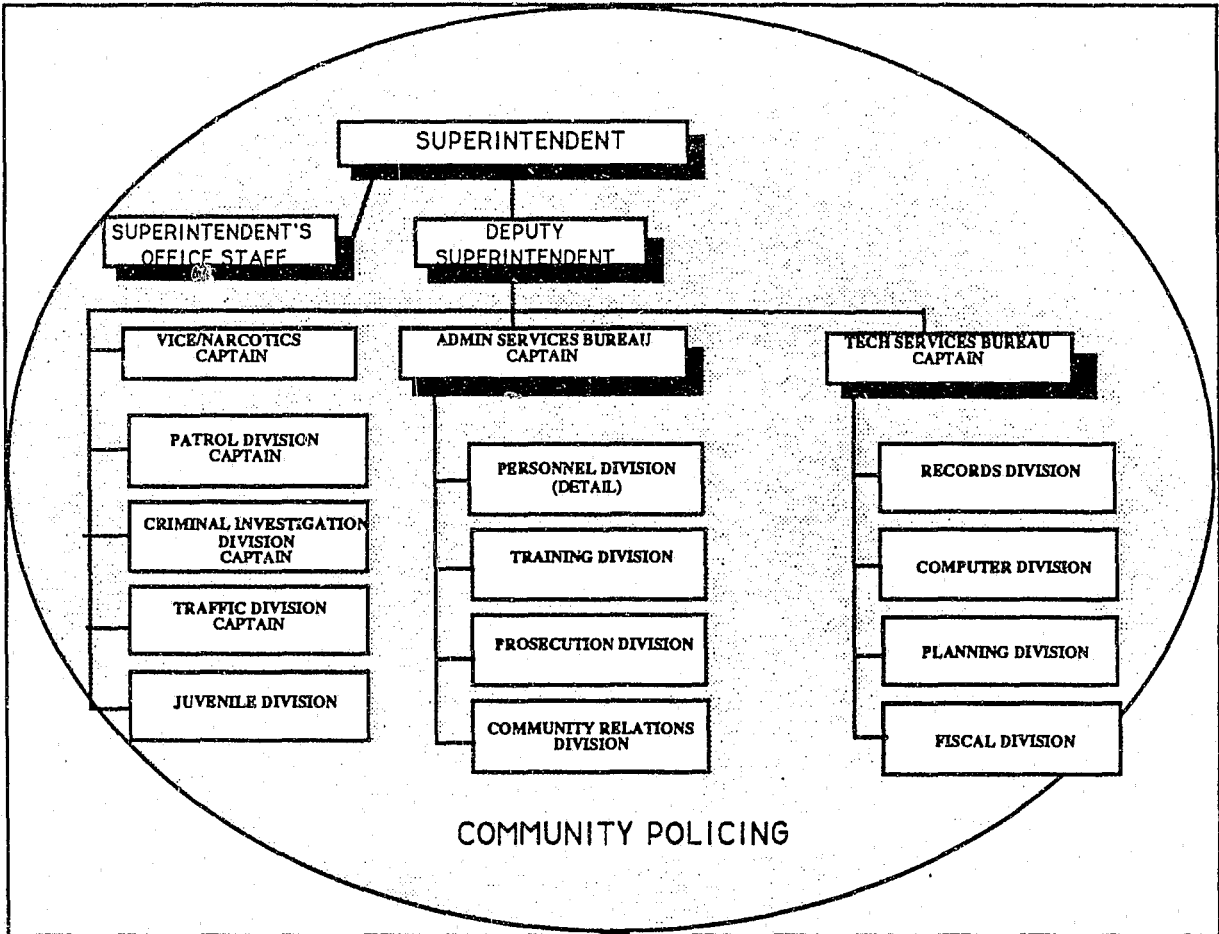
Pat Cook is a Sun staff reporter.

APPENDIX IX

**CITY OF LOWELL'S POLICE DEPARTMENT
ORGANIZATIONAL CHART**

The following figure is the City of Lowell's Police Department organizational chart.

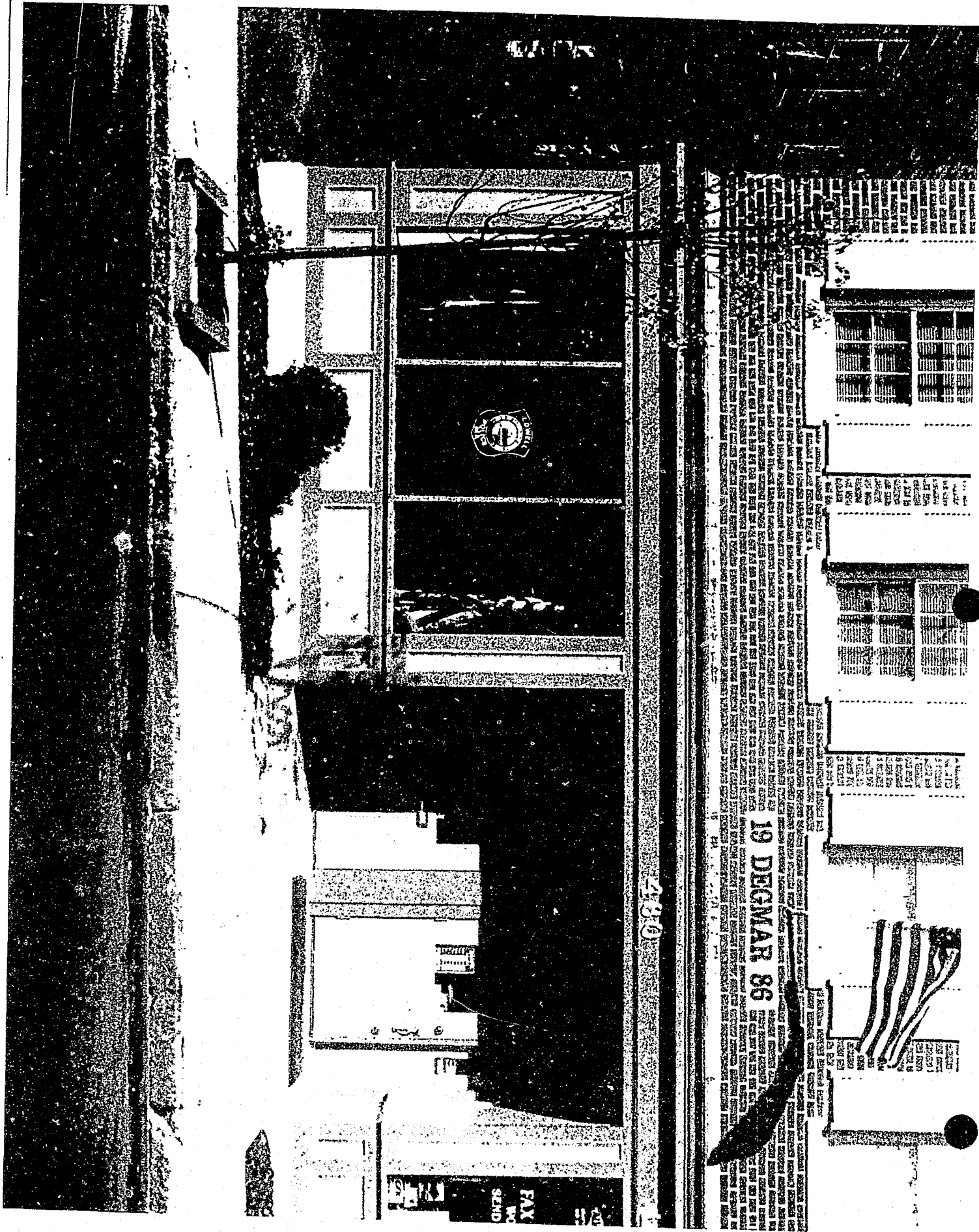
City of Lowell's Police Department Organizational Chart



APPENDICES



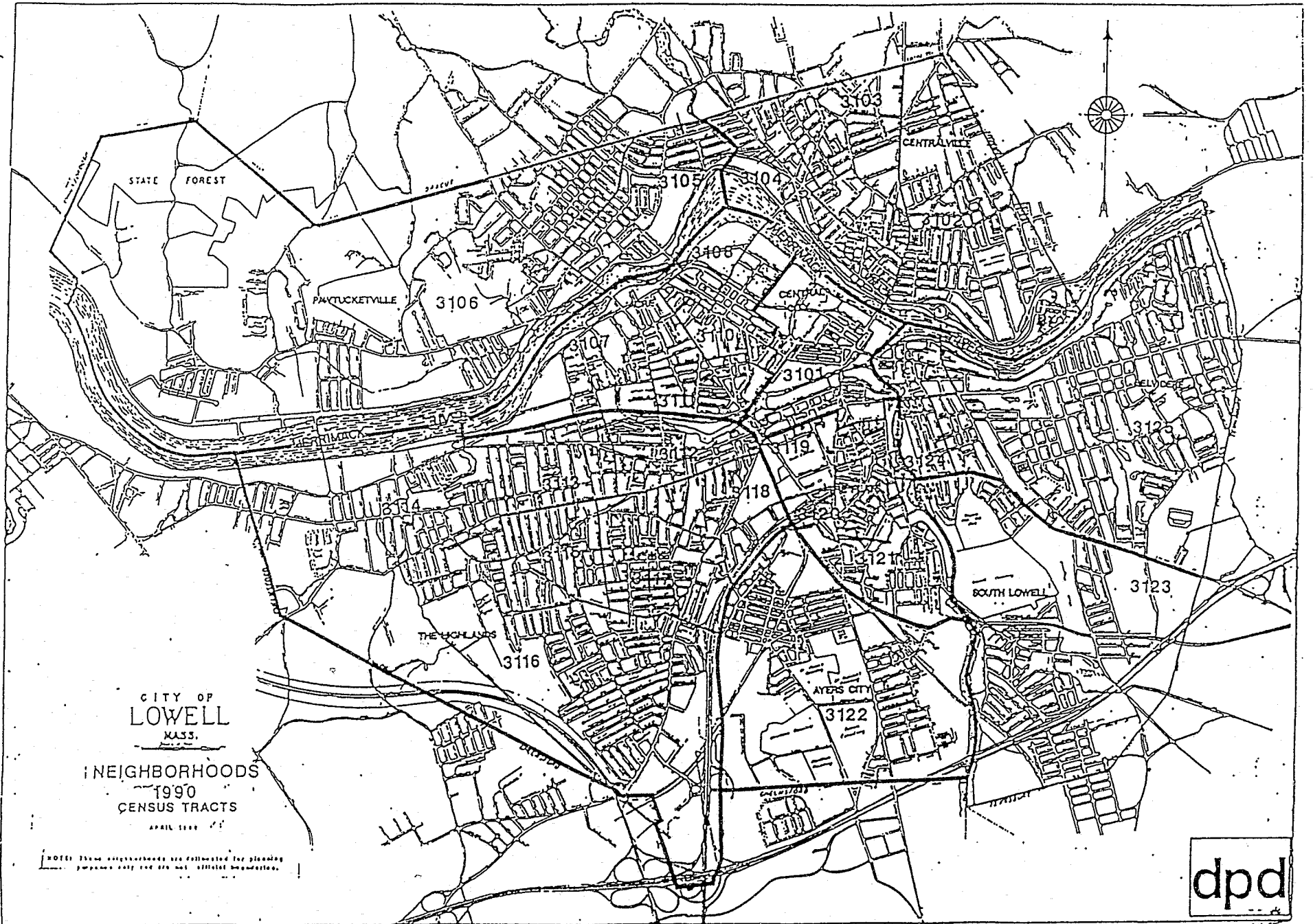




19 DEC MAR 86

FAX
NO
SEND

7/93



CITY OF
LOWELL
MASS.
NEIGHBORHOODS
1990
CENSUS TRACTS
APRIL 1993

NOTE: These neighborhoods are delineated for planning purposes only and are not official boundaries.

dpd

48

DISCLOSURE OF LOBBYING ACTIVITIES

N/A

Approved by OMB
0348-0046

Complete this form to disclose lobbying activities pursuant to 31 U.S.C. 1352
(See reverse for public burden disclosure.)

1. Type of Federal Action: <input type="checkbox"/> a. contract <input type="checkbox"/> b. grant <input type="checkbox"/> c. cooperative agreement <input type="checkbox"/> d. loan <input type="checkbox"/> e. loan guarantee <input type="checkbox"/> f. loan insurance	2. Status of Federal Action: <input type="checkbox"/> a. bid/offer/application <input type="checkbox"/> b. Initial award <input type="checkbox"/> c. post-award	3. Report Type: <input type="checkbox"/> a. initial filing <input type="checkbox"/> b. material change For Material Change Only: year _____ quarter _____ date of last report _____
4. Name and Address of Reporting Entity: <input type="checkbox"/> Prime <input type="checkbox"/> Subawardee Tier _____, if known: Congressional District, if known: _____	5. If Reporting Entity in No. 4 is Subawardee, Enter Name and Address of Prime: Congressional District, if known: _____	
6. Federal Department/Agency:	7. Federal Program Name/Description: CFDA Number, if applicable: _____	
8. Federal Action Number, if known:	9. Award Amount, if known: \$ _____	
10. a. Name and Address of Lobbying Entity <i>(if individual, last name, first name, MI):</i> b. Individuals Performing Services <i>(including address if different from No. 10a)</i> <i>(last name, first name, MI):</i> <p style="text-align: center; font-size: 0.8em;">(attach Continuation Sheet(s) SF-LLL-A, if necessary)</p>		
11. Amount of Payment (check all that apply): \$ _____ <input type="checkbox"/> actual <input type="checkbox"/> planned	13. Type of Payment (check all that apply): <input type="checkbox"/> a. retainer <input type="checkbox"/> b. one-time fee <input type="checkbox"/> c. commission <input type="checkbox"/> d. contingent fee <input type="checkbox"/> e. deferred <input type="checkbox"/> f. other; specify: _____	
12. Form of Payment (check all that apply): <input type="checkbox"/> a. cash <input type="checkbox"/> b. in-kind; specify: nature _____ value _____	14. Brief Description of Services Performed or to be Performed and Date(s) of Service, including officer(s), employee(s), or Members(s) contacted, for Payment Indicated in item 11: <p style="text-align: center; font-size: 0.8em;">(attach Continuation Sheet(s) SF-LLL-A, if necessary)</p>	
15. Continuation Sheet(s) SF-LLL-A attached: <input type="checkbox"/> Yes <input type="checkbox"/> No		
16. Information requested through this form is authorized by title 31 U.S.C. section 1352 This disclosure of lobbying activities is a material representation of fact upon which reliance was placed by the tier above when this transaction was made or entered into. This disclosure is required pursuant to 31 U.S.C. 1352. This information will be reported to the Congress semi-annually and will be available for public inspection. Any person who fails to file the required disclosure shall be subject to a civil penalty of not less than \$10,000 and not more than \$100,000 for each such failure.	Signature: <u>John J. Sheehan</u> Print Name: <u>John J. Sheehan</u> Title: <u>Superintendent of Police</u> Telephone No.: <u>508-937-3225</u> Date: _____	

APPENDIX I.

Changes in revenue streams

Lowell, Massachusetts

1987-1993

FY 1994 Budget

CHANGES IN REVENUE STREAMS, CITY OF LOWELL, MASSACHUSETTS, 1987 TO 1993,
& FY 1994 BUDGET

In FY 1992 the City experienced a \$13 million deficit, due in part to the reduction in state aid for city services and the failure in prior years to address a decreasing property tax base. This deficit is to be paid back over the next 10 years, and the City is under the auspices of a finance control board, dominated by state members. The FY 1994 budget is a minimal, no frills, balanced budget.

The attached charts demonstrate changes in the City of Lowell's two largest revenue streams, state aid and property taxes, between FY 1987 and 1993 and the current budget. They provide graphic illustration of the City's current financial status and the devastating impact decreasing revenues have had on law enforcement and other service expenditures in Lowell. The following outlines the major sources of general fund revenues:

A. Property Tax Receipts

These net approximately \$54 million annually. This is a \$56 million levy with a \$2 million allowance for abatements and exemptions. Levy growth is now estimated at \$2 million a year due to major slowdown in economic development and new construction. For example, between FY 1986 and 1988 revenue growth from property taxes was \$4 million per year. In spite of decreasing yearly property values the total levy remains the same with a 2.5% growth factor allowed by law. Collections during the past three years have been extremely poor. There is a current \$13 million balance outstanding in property taxes and tax titles although this situation stabilized by the end of FY 1993.

B. State Aid

Contributions are approximately \$71 million a year to the City, but much of these funds are directly earmarked for the schools. State assistance for city services was dramatically reduced in FY 1992 by a decrease of nearly \$7 million. Slight increases have not even offset increasing utility costs. The Massachusetts Education Reform Law, recently enacted, has also changed how the City budgets funding for the school department. The City must continue to support the school with municipal revenue as if there were not cuts in state aid on the City's side.

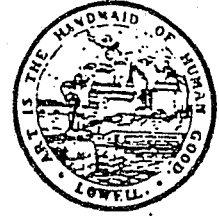
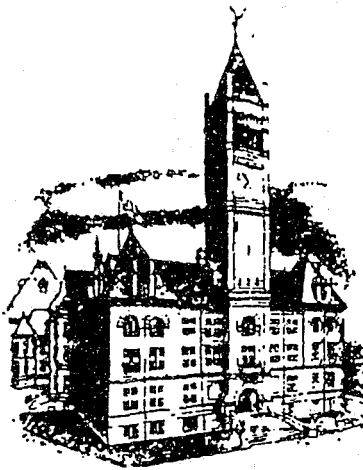
C. Estimated Receipts

This general category totals approximately \$24 million a year. Water and sewer fees comprise about 50% of these receipts. Motor vehicle excise tax receipts follow but have been severely reduced by recession. Investment earnings decreased as bank interest rates were lowered to 2% from a high of 10% not long ago. Landfill receipts have disappeared when this facility was recently closed. Building permit fees have undergone major reductions due to construction slowdowns. The hotel/motel tax receipts have declined 50% in the last two years.. Positive receipts include: trash/recycling fees were instituted, earning approximately \$1.4 million annually, increased interest and penalty charges from overdue property and excise tax bills, and new cable access fees in 1994 will earn \$180,000.

D. Other Financing Sources

This includes an assortment of one time receipts which makes up about \$3 million (not including bond authorizations in FY 1994).

Tel: (508) 970-4000
FAX: (508) 970-4007



RICHARD JOHNSON
CITY MANAGER

OFFICE OF THE CITY MANAGER

October 12, 1993

CITY HALL
LOWELL, MASSACHUSETTS 01852

John Sheehan
Superintendent of Police
City of Lowell
Lowell, Mass 01852

Dear Chief Sheehan:

The City of Lowell is a forerunner of public/private partnerships having often worked with Wang for the benefit of the community. Now that the private sector is down for the count, we have turned to federal and state grant sources for relief. The Commonwealth of Massachusetts recently awarded a small community policing grant for the Centralville neighborhood. The City is committing grant matches in the form of employee benefits, equipment, and building spaces.

We have an ongoing relationship with the local Housing Authority for a similar arrangement.

If the City were to be awarded these grant funds, we would make a similar agreement to lend ongoing support up to 30% of the funds allocated. Further, at the end of the three year program, we will pick the entire cost of the employees.

If I can be of further assistance, please do not hesitate to call.

Sincerely,

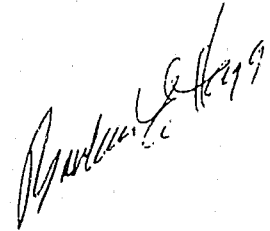
Richard Johnson
City Manager

"Home of the Urban National Park"

CITY OF LOWELL
OFFICE OF THE CITY MANAGER

OCTOBER 8, 1993

TO: POLICE CHIEF SHEEHAN
FROM: BARBARA HAGG, CHIEF FINANCIAL OFFICER
RE: COMMUNITY POLICING



THE CITY OF LOWELL IS COMMITTED TO THE CONCEPT OF COMMUNITY POLICING. THE CITY BUDGETS HAVE SUFFERED DEEP CUTS IN THE PAST TWO YEARS. PRIVITIZATION OF SERVICES AND AN EARLY RETIREMENT PROGRAM IN EARLY FY 93 HELPED TO SCALE BACK OVER 200 PERSONNEL. ALL DEPARTMENTS EXCEPT THE POLICE HAVE SEEN SIGNIFICANT DECREASES IN PERSONNEL.

THE STATE DURING THE SAME PERIOD HAS TARGETED EDUCATION REFORM AS THE WAVE OF THE FUTURE AND IS INVESTING ENORMOUS SUMS TO MAKE IT WORK. THE CITY OF LOWELL IS ONE OF THOSE FEW CITIES WHICH WERE CONTRIBUTING MORE THAN THE TARGET AMOUNT ON EDUCATION BASED ON THE CITY'S DEMOGRAPHIC AND ECONOMIC PROFILE. WE EXPECT THAT THIS FACT WILL WORK TO OUR ADVANTAGE OVER THE NEXT FEW YEARS.

EVEN WITH THE SCALED BACK SERVICES EXPERIENCED IN CITY GOVERNMENT OVER THE LAST SEVERAL YEARS, WE HAVE STILL SEEN THE NEEDS OF THE POLICE DEPARTMENT AND ADDED FIFTEEN NEW POSITIONS.

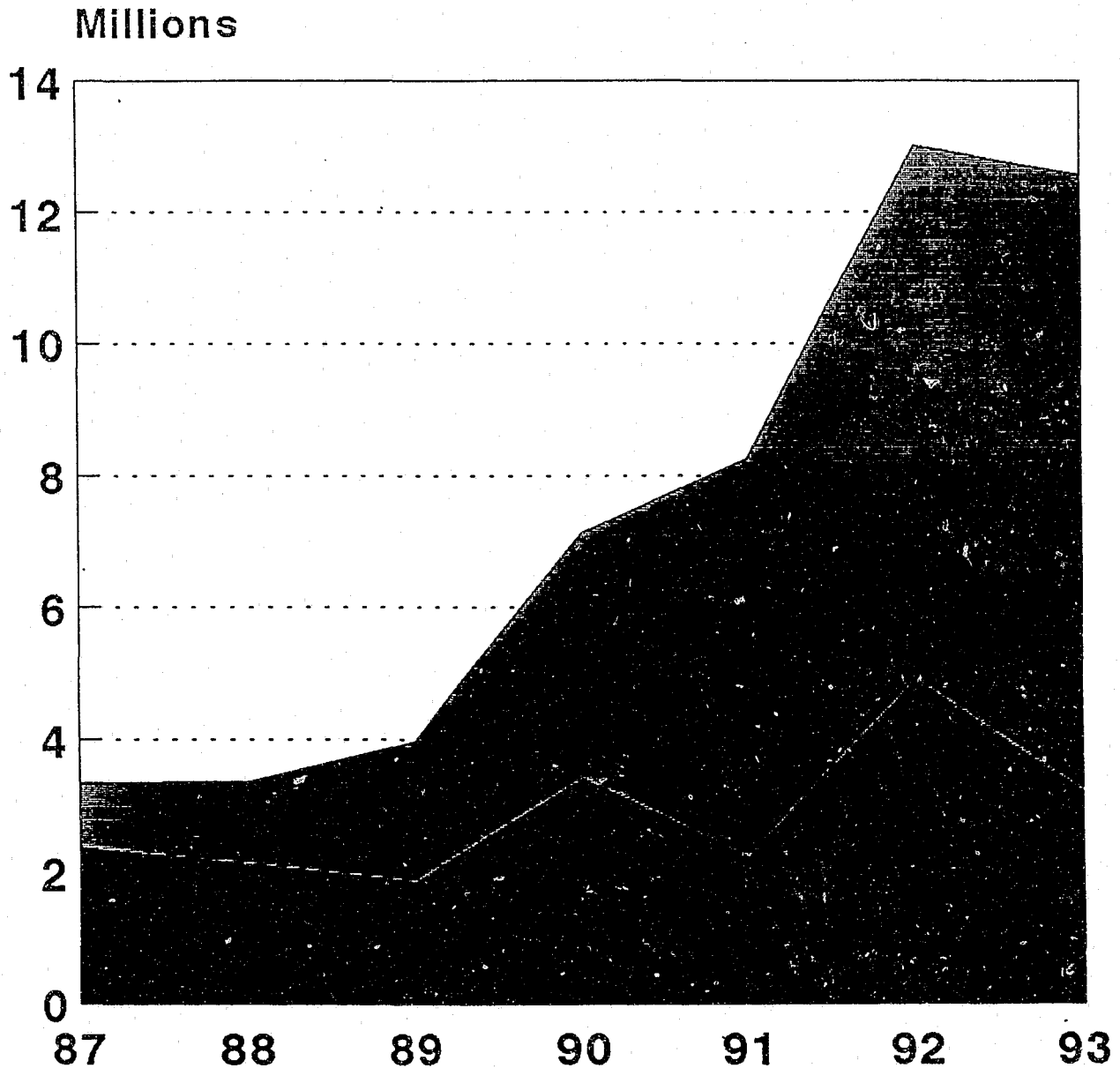
AS WE CONSIDER THE PROSPECTS OF THE CITY, WE SEE TWO AREAS OF NEED:

1. ECONOMIC DEVELOPMENT. WITHOUT NEW JOB OPPORTUNITIES, AS WELL AS AN INCREASE IN OUR PROPERTY TAX BASE, THE CURRENT DEPRESSION WILL CONTINUE UNABATED.

2. POLICING. OUR CITIZENS AND BUSINESS COMMUNITIES MUST FEEL SAFE. OPTIMISM AND OPPORTUNITY OFTEN GO HAND IN HAND.

WHETHER THE CITY RECEIVES ADDITIONAL FUNDS OR NOT, THESE TWO AREAS ARE SEEN AS BASIC NEEDS WHICH WILL BE EXPANDED IN THE NEXT BUDGET CYCLE.

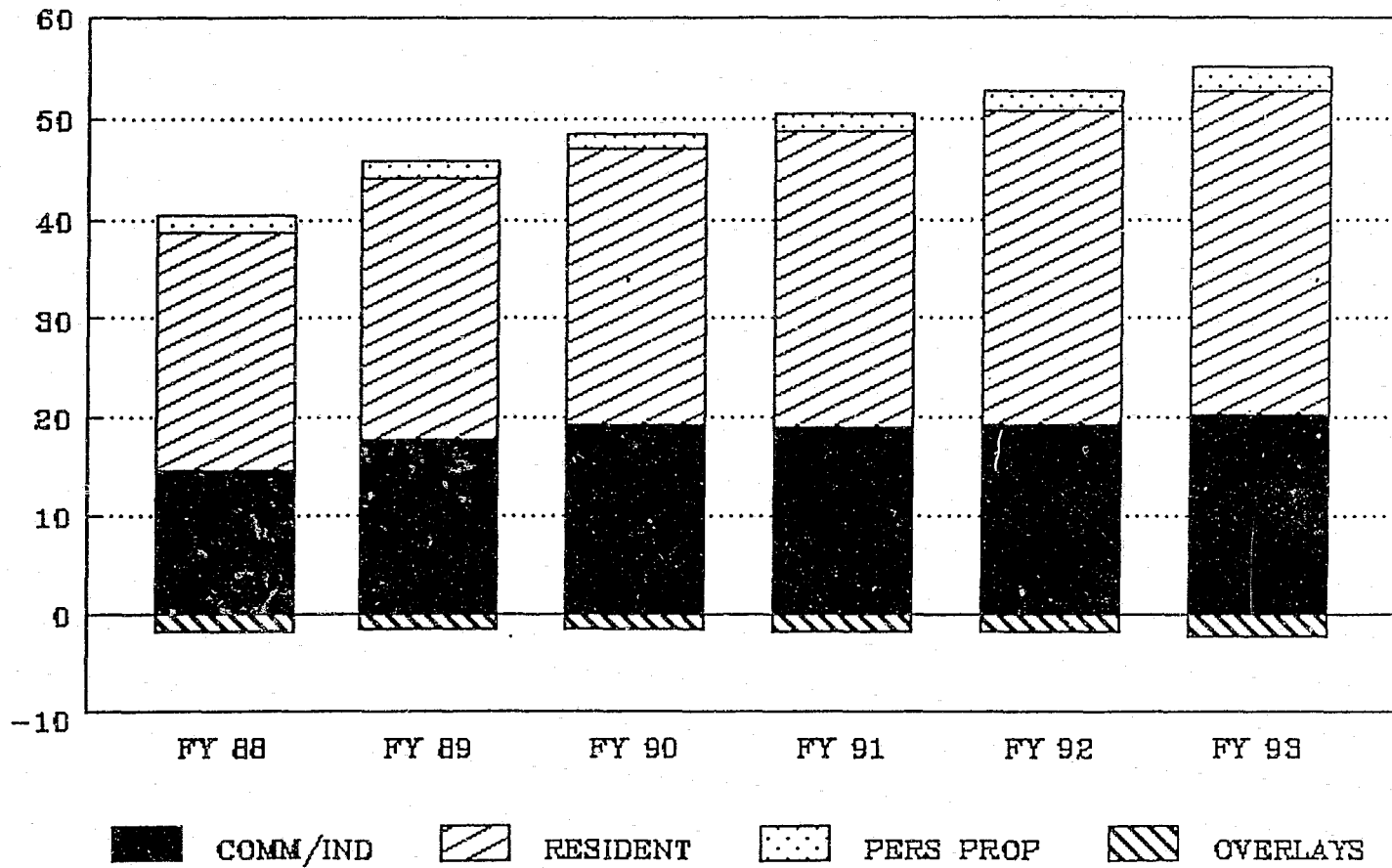
PROPERTY TAXES RECEIVABLES CITY OF LOWELL



■ PROPERTY TAXES ■ TAX TITLE

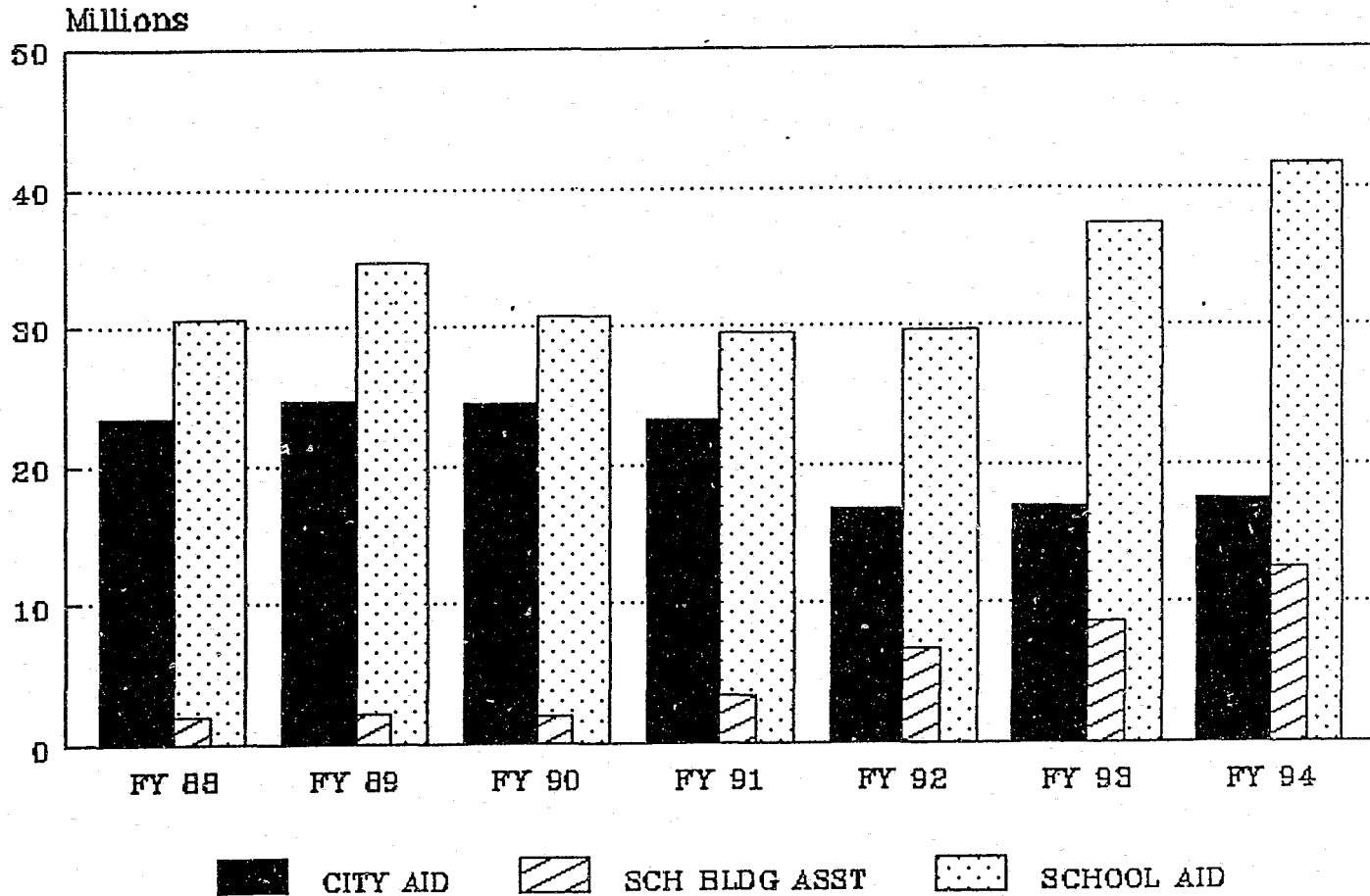
PROPERTY TAX & TAX TITLE

PROPERTY TAXES BY TYPE CITY OF LOWELL



FY 84 - FY 93 IN MILLIONS

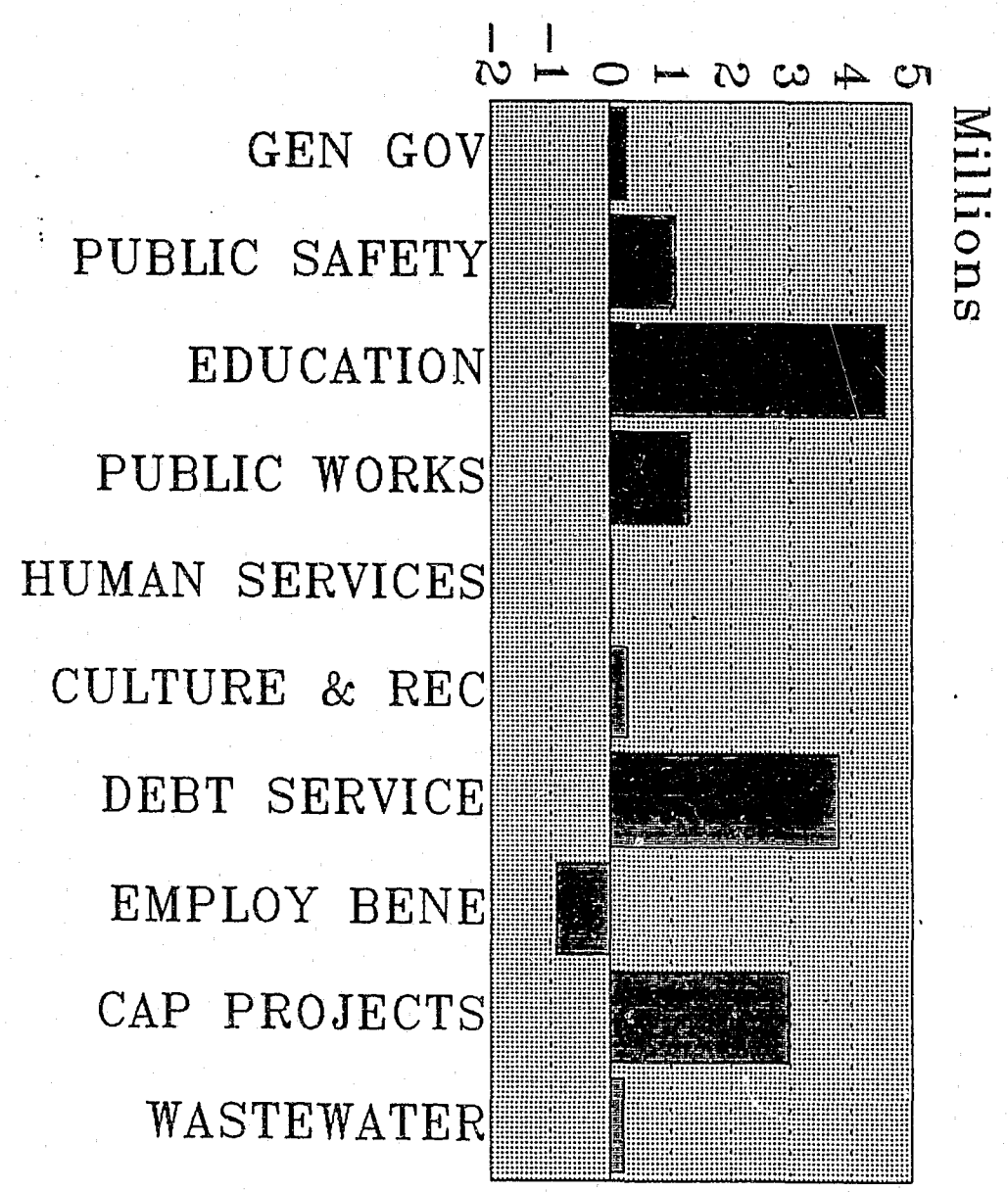
STATE AID CITY OF LOWELL




FY 88 - FY 94 (IN MILLIONS)

CITY OF LOWELL

FY 94 BUDGET INCREASE/DECREASES




 APPROP CHG

FY 93 TO FY 94

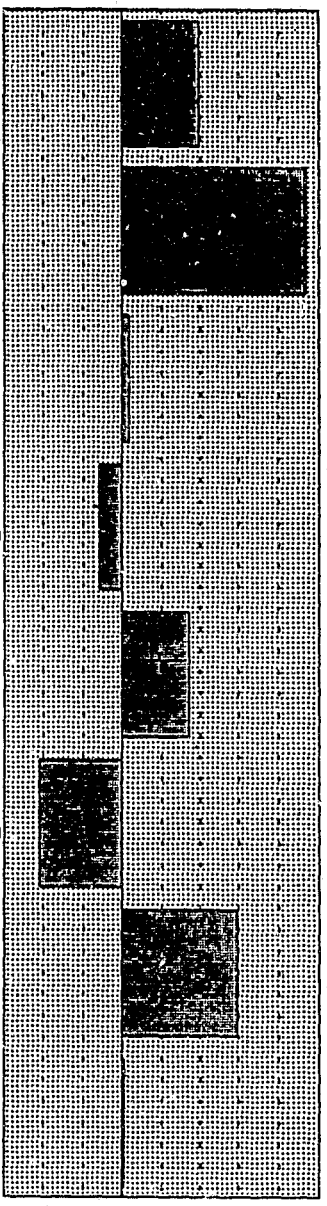
CITY OF LOWELL

FY 94 REVENUES INCREASE/DECREASE

Millions

111
320-0-2540

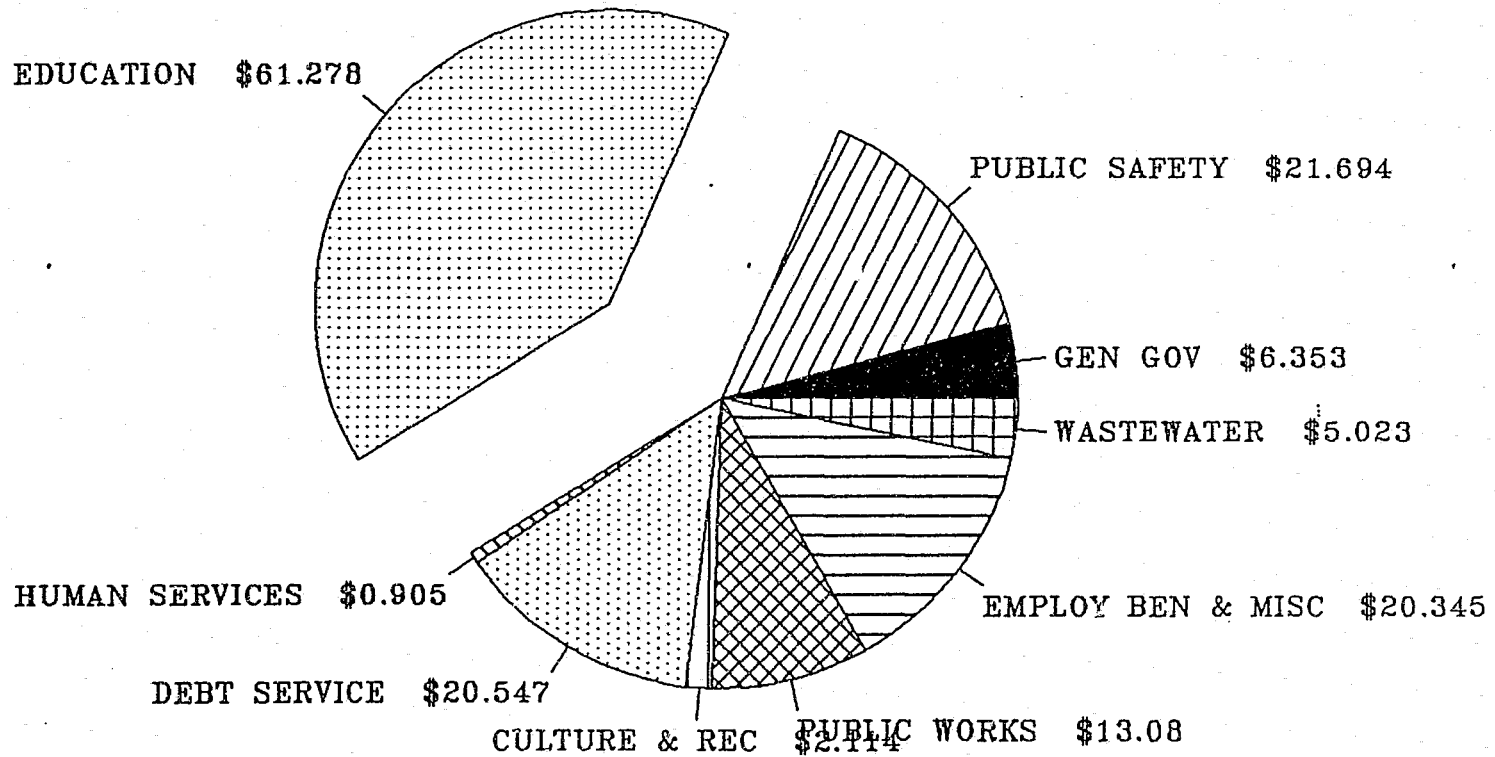
PROPERTY TAX
 STATE LOCAL AID
 WASTEWATER
 LANDFILL
 OTHER EST RECEIPTS
 DEF TEACHER SAL
 BOND AUTH
 OTHER FIN SOURCES



REV CHG

CITY OF LOWELL

FY 94 BUDGET

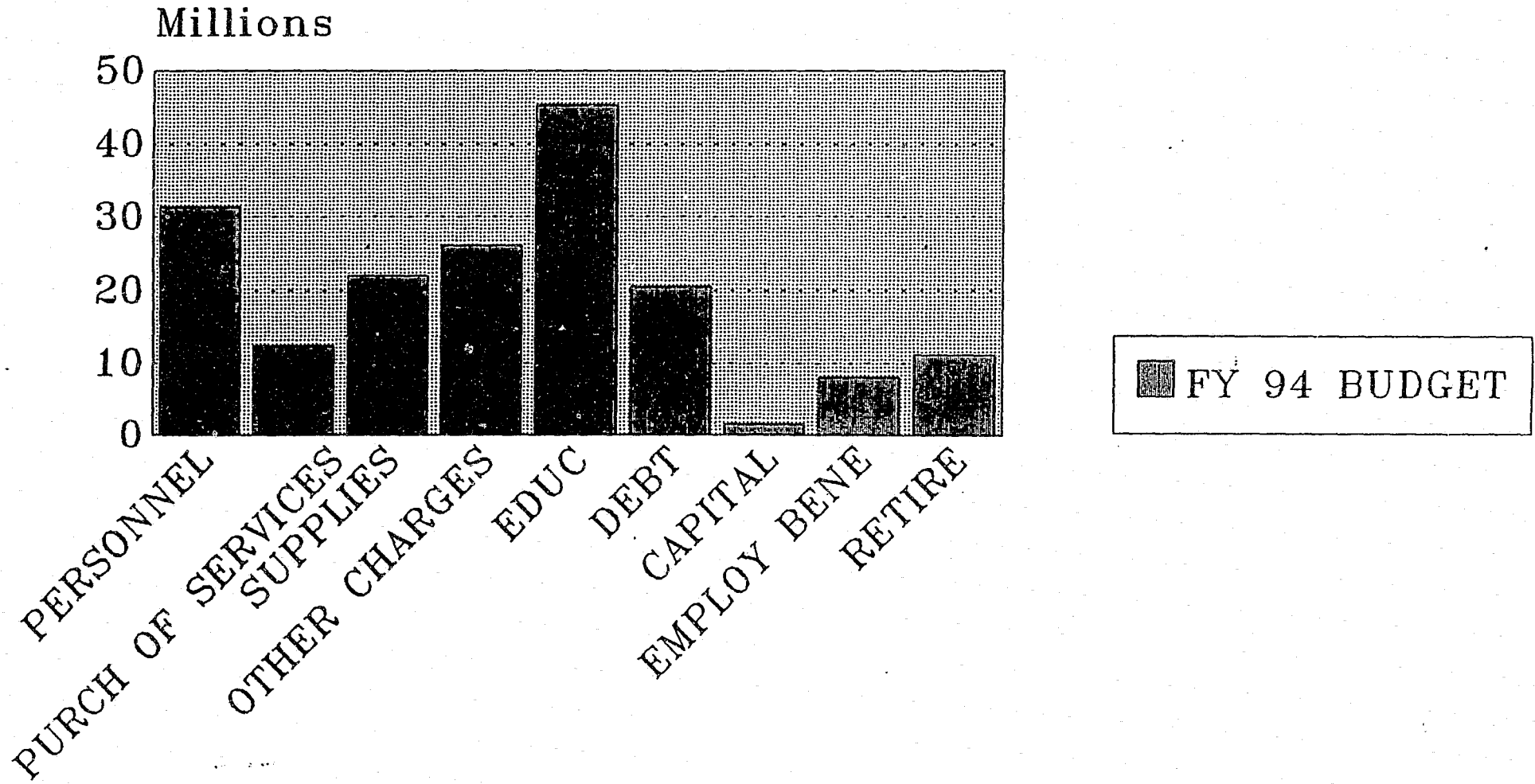


APPROPRIATIONS

FINAL BUDGET 8/1/93

CITY OF LOWELL

FY 94 BUDGET



BROAD CATEGORIES

APPENDIX II.

Lowell Crime Statistics and Graphs

City of Lowell Crime Statistics

<u>Crime/Incident</u>	<u>1982</u>	<u>1991</u>	<u>Change From 1982</u>	<u>1993*</u>	<u>Change From 1982</u>	<u>Change From 1991</u>
Homicide	6	10	+67%	4	-33%	-60%
Rape	18	67	+272%	44	+144%	-34%
Robbery	195	332	+70%	308	+58%	-7%
Armed	88	140	+59%	168	+91%	+20%
Unarmed	107	192	+79%	140	+31%	-27%
Assault & Battery	607	2,116	+249%	2,888	+375%	+33%
Aggravated	314	668	+113%	1,348	+329%	+102%
Non-Aggravated To Police	293	1,448	+394%	1,540	+426%	+6%
	97	131	+36%	144	+48%	+10%
Breaking & Entering	1,356	1,874	+35%	2,792	+106%	+49%
House Breaks	903	1,383	+53%	2,072	+129%	+50%
Business Breaks	443	491	+11%	720	+62%	+47%
Larceny	3,070	4,203	+37%	3,272	+7%	-22%
Car Theft	863	1,629	+47%	2,092	+142%	+28%
Arson	114	116	+2%	216	+89%	+86%
Arrests	2,561	6,031	+135%	7,352	+187%	+22%
Violent Crimes**	1,550	2,511	+62%	3,992	+157%	+59%
Non-Violent Crimes**	3,806	6,430	+69%	5,532	+45%	-14%
Lowell Crime Rate***	6.31	8.6	+36%	10.93	+73%	+27%
Vice/Narcotics Arrests	192	1,144	+487%	1,880	+864%	+64%
Sworn Lowell Police Officers	174	195	+12%	159	-9%	-18%

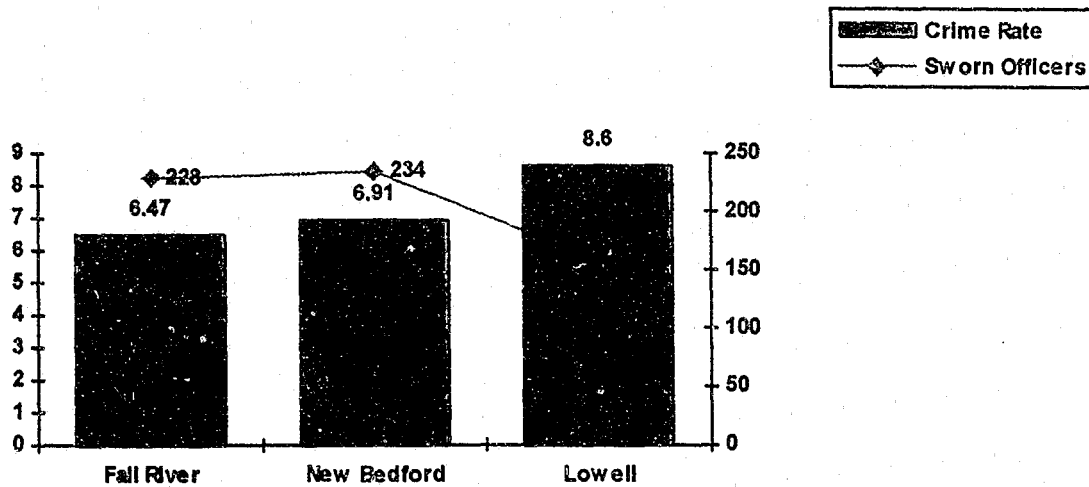
*1993 figures are projected, and are based on data through July 31, 1993.

**Violent crimes are that of homicide, rape, robbery, aggravated assault, house breaks, and arsons, while non-violent crimes are business breaks, larcenies, and car thefts.

***Crime rate reflects the number of crimes per one thousand residents.

Crime Rate/Staffing Analysis*

1991



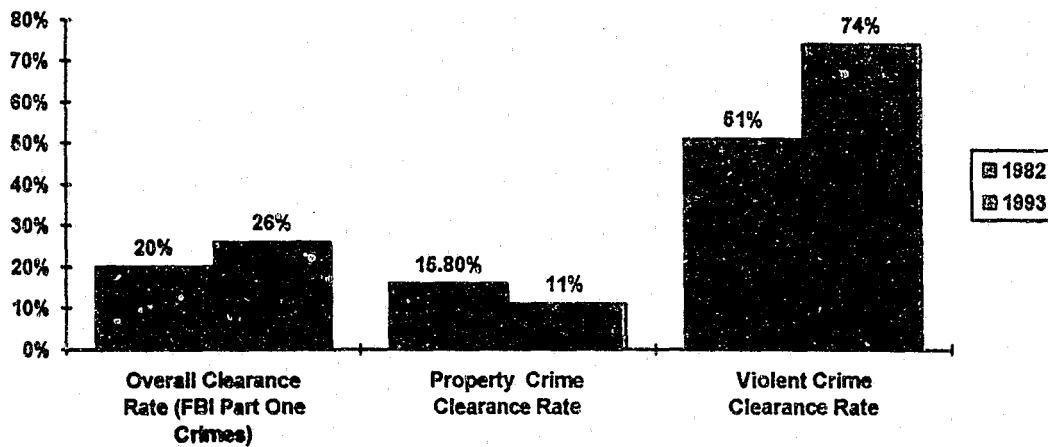
Breakdown

<u>City</u>	<u>Population</u>	<u>Crime Rate</u>	<u>Sworn Officers</u>
Fall River	92,388	6.47	228
New Bedford	99,583	6.91	234
Lowell	103,439	8.6**	159

*The crime rate represents the number of Index Crimes (FBI Part One Crimes) per one thousand residents.

**It should be noted that the crime rate is projected to be 10.93 for 1993.

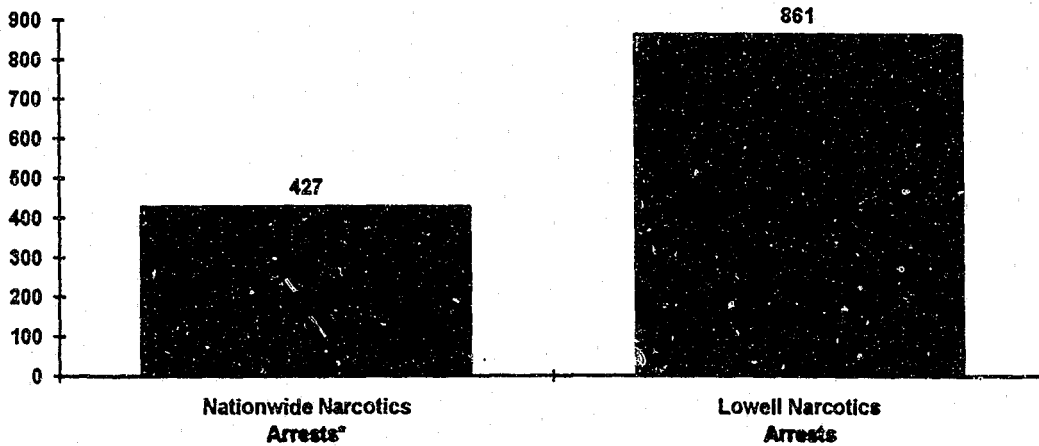
Clearance Rate Analysis*



*Part One crimes include homicide, rape, robbery, assault and battery, breaking and entering, larceny, motor vehicle theft and arson. Property crimes include business breaks, larceny and car thefts, while violent crimes include homicide, rape, robbery, assault and battery, and house breaks.

U.S./Lowell Narcotics Arrest Analysis

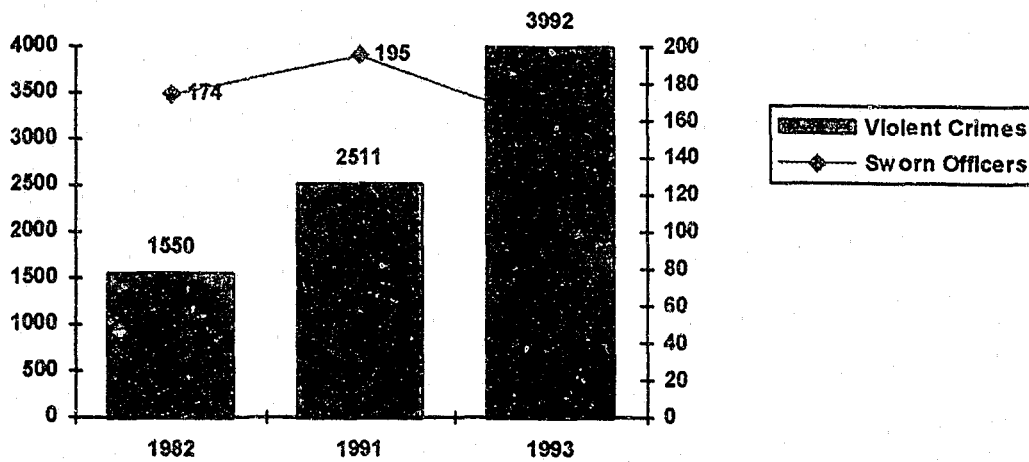
1991



*Arrests per 100,000 resident in cities with populations between 50,000 and 100,000.

Source: Drugs, Crime, and the Justice System, A National Report, U.S. Department of Justice, 1991.

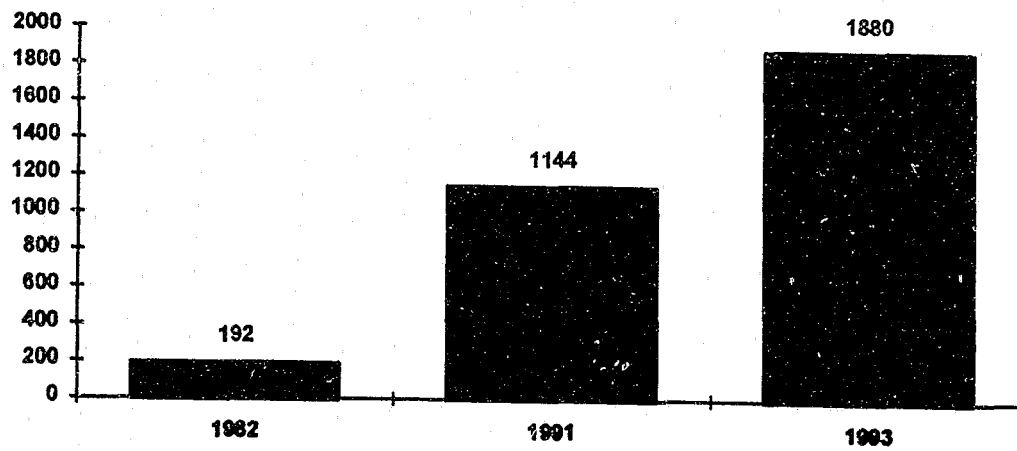
Violent Crimes/Sworn Staffing Analysis



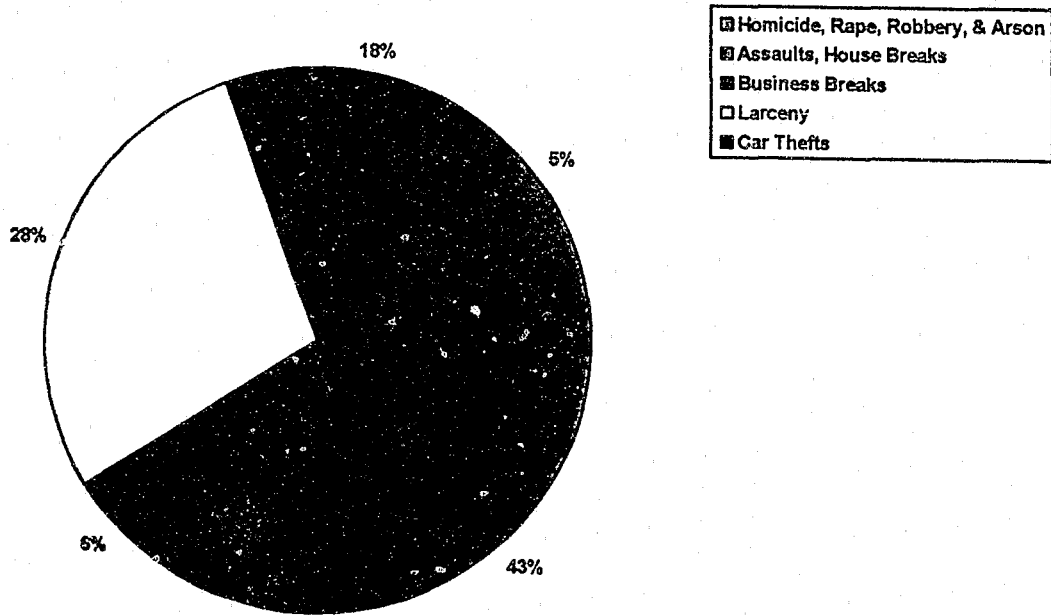
Sworn Staffing

<u>Year</u>	<u>Officers</u>
1982	174
1991	195
1993	159

Arrests for Vice and Narcotics Charges

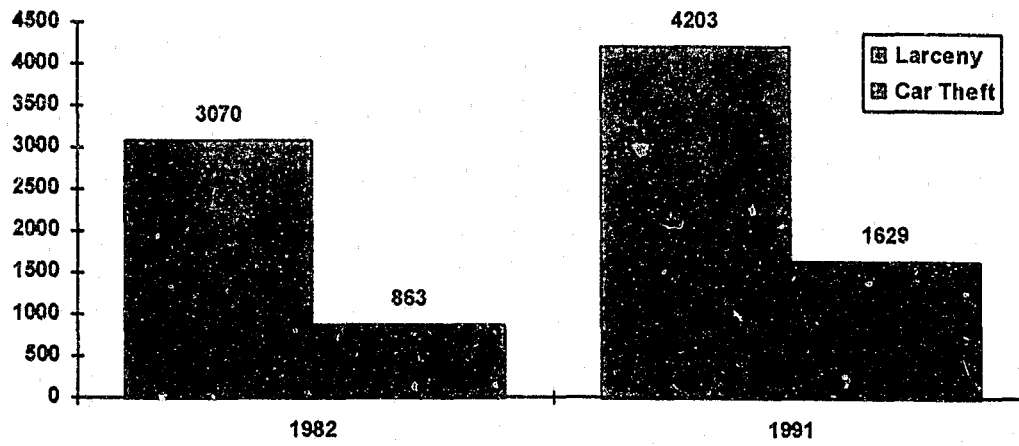


Distribution of Index Crimes*

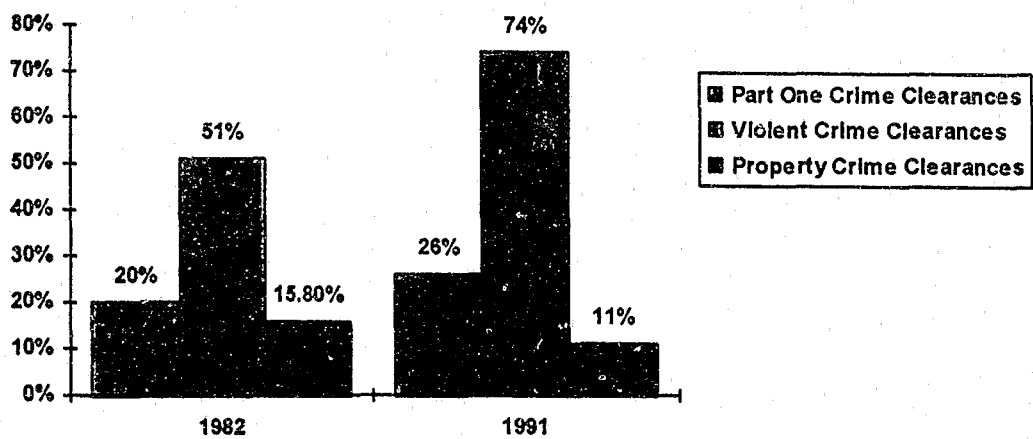


*Through July 31, 1993

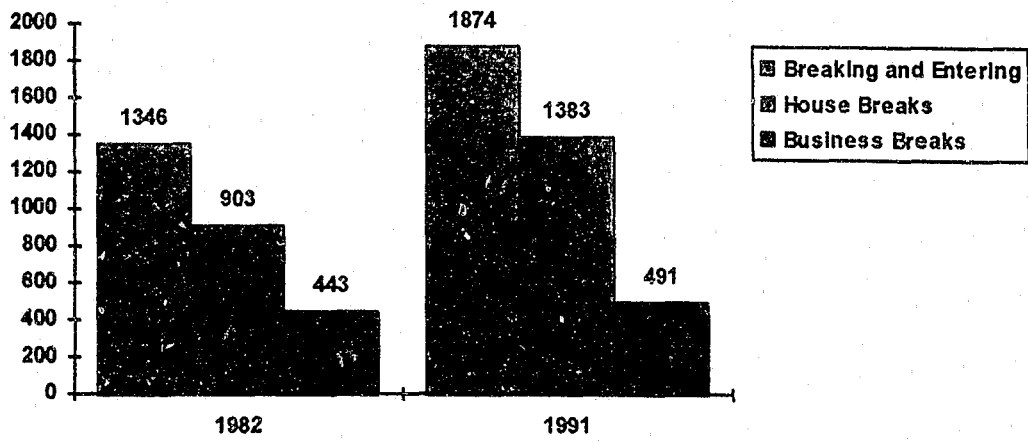
Larceny and Car Theft



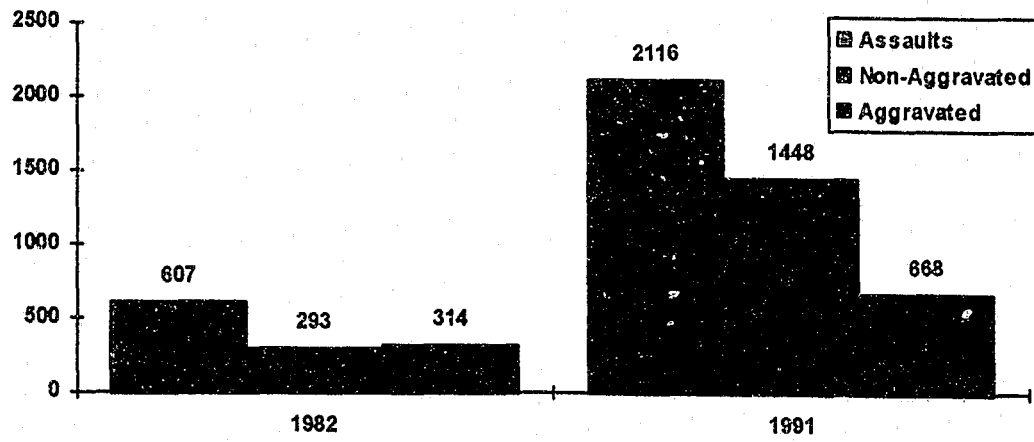
Homicide, Rape and Robbery



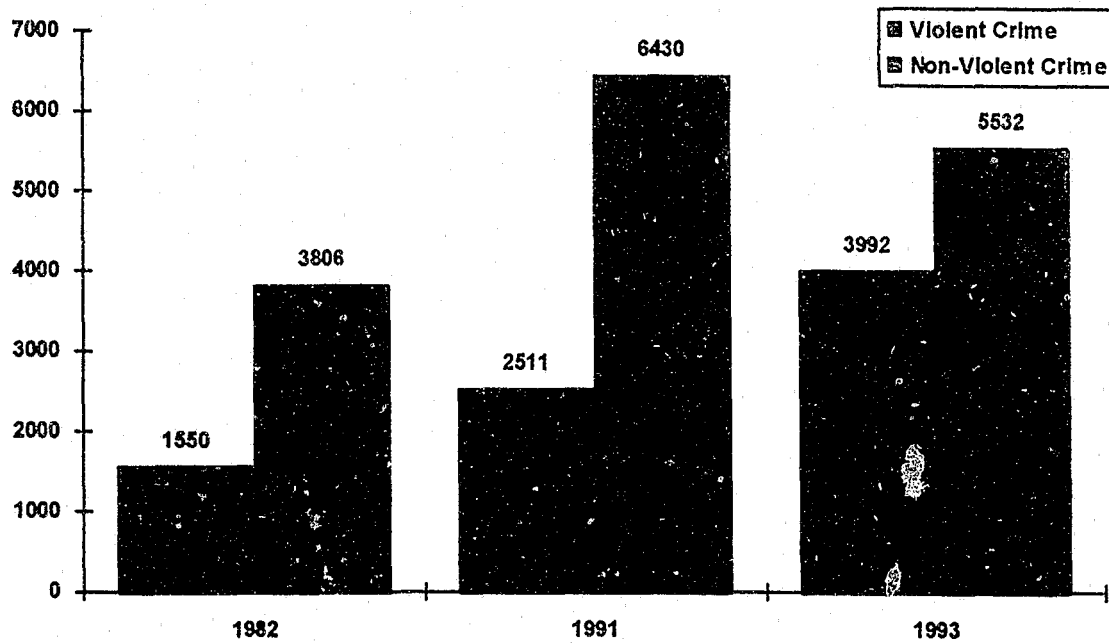
Breaking and Entering



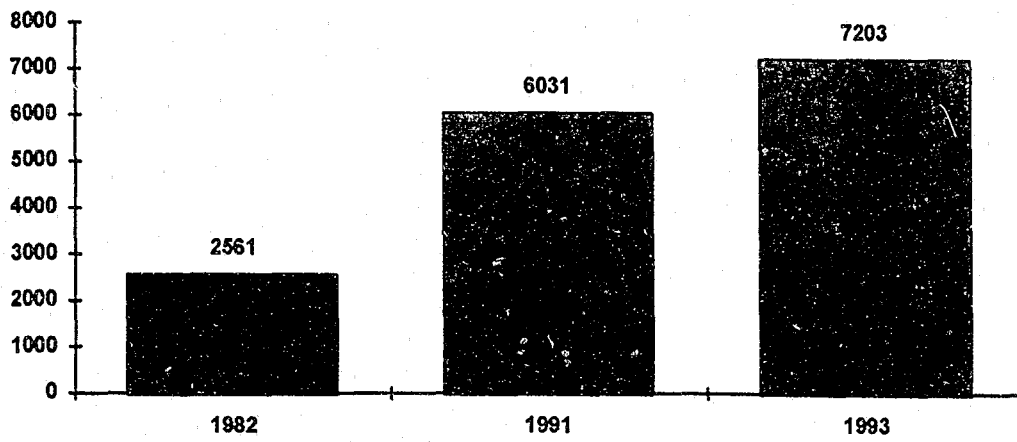
Assault and Battery



Violent/Non-Violent Crime Comparison

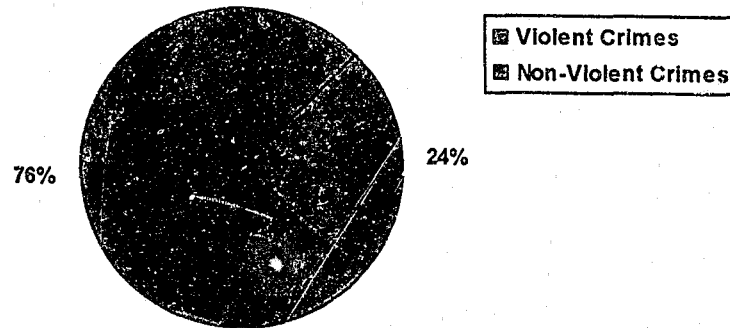


Arrest Analysis

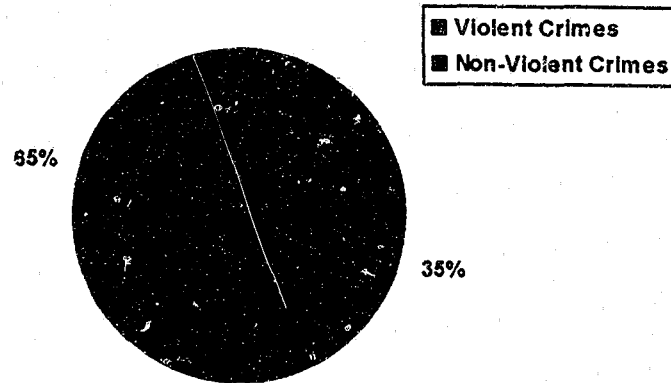


Types of Crimes Requiring Police Response

1982

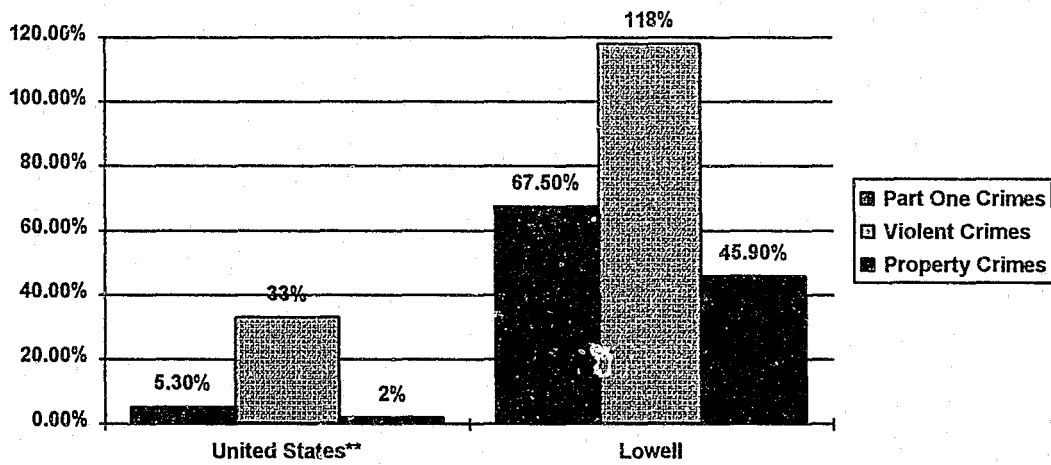


1993



U.S./Lowell Crime Rate Analysis

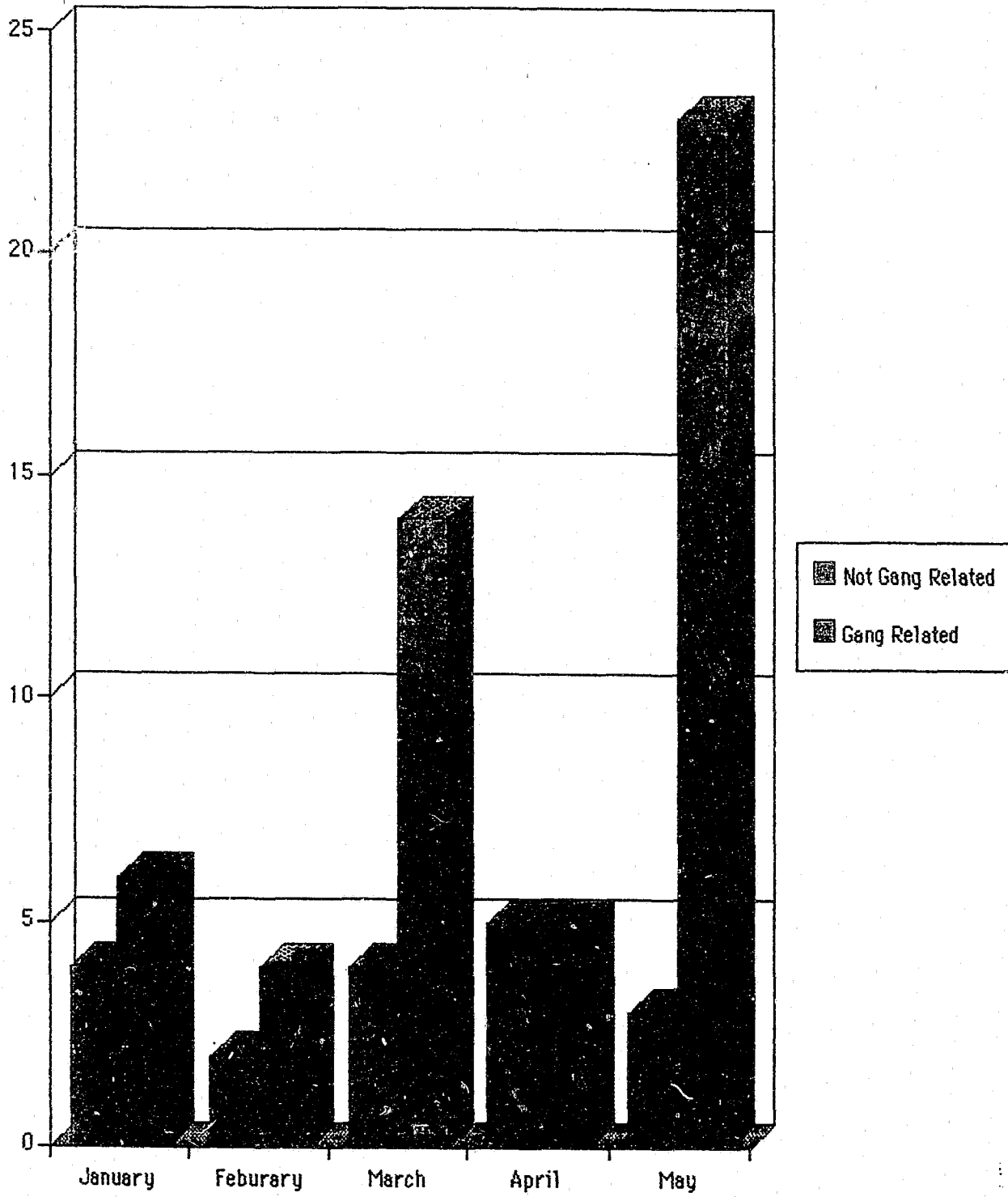
1982 - 1991*



*Reflects increase in crime rate per one thousand residents in 1991 when compared to 1982.

**Source: FBI, *Crime in the United States*, 1991, 58.

Chart 1.0



Prepared By Timothy C. Evans

Chart 1.1



APPENDIX IV

Summary of Lowell Streetworker Program

APPENDIX V

Network of Neighborhood/Community Services

Citizen's Petitions

Letters of Commitment/Community Support

NEIGHBORHOOD/COMMUNITY SERVICE NETWORK	
"THE NETWORK"	
NEIGHBORHOOD/REFUGEE ORGANIZATIONS	MISSIONS
Cambodian Mutual Assistance Association & Laotian American Organization	Addresses multiservice needs of refugees; offices within one mile of target area
Southeast Asian Task Force	Law enforcement, education, social service coalition, see B. 1
Cambodian American League of Lowell	Newly forming refugee group
Lower Highlands Neighborhood Crime Watch Organization	Spontaneously organized around crime issues in target area during proposal preparation; includes Southeast Asian Businessmen's Petition
Notre Dame de Lourdes Church	Parish priest & parishioners provided petition support/commitment
Elliot Street Church	Working with Southeast Asian youth & families in target area
Lowell Housing Authority	Family & elderly housing with tenants' organizations in target area
Coalition for a Better Acre	Well established community development corporation with extensive experience in community organizing, serving Hispanic, Asian and Anglo residents in target area
AMNO	Long-standing neighborhood group dealing with housing and advocacy issues
SOCIAL SERVICE AGENCIES LOCATED IN THE TARGETED AREA	
Lowell-Boys Club	Youth programming
YWCA	Youth programming
Renaissance Club	Serving mentally retarded adults
YMCA	Providing youth drop-in center & evening meal for homeless/hungry in City
Lowell House, Incorporated	Provides AIDS outreach & substance abuse prevention, intervention & treatment
Lowell Community Health Center	Primary health services & AIDS outreach
EDUCATIONAL INSTITUTIONS	
Lowell Schools	See B. 1
University of Massachusetts-Lowell	See B. 1
Middlesex Community College	Outreach



THE COMMONWEALTH OF MASSACHUSETTS

MIDDLESEX DISTRICT ATTORNEY

40 THORNDIKE STREET CAMBRIDGE MA 02141

TOM REILLY
DISTRICT ATTORNEY

617 - 494-4050
FAX: 617 - 225-0871

October 7, 1994

John Sheehan, Superintendent
Lowell Police Department
Lowell, MA 02152

Dear Superintendent Sheehan:

I am writing in support of the Community Policing Grant application submitted by the Lowell Police Department.

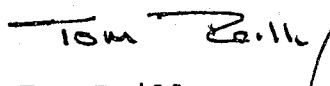
In the latter part of 1990, Lowell's Asian community experienced an unprecedented wave of violence. Drive-by shootings, armed home invasions, and brutal assaults created an environment of fear and reprisals that seemed likely to spin out of control. In late March 1991, the Middlesex District Attorney's Office convened a working group of police, school officials, community organizations, probation, corrections (including DYS), and court personnel in an effort to control the crimes being committed by young, violent offenders. Since its inception, the working group has met weekly as part of the Middlesex District Attorney's Office Community Based Priority Prosecution Program.

The purpose of this priority prosecution program is to preserve the sanctity of the neighborhoods of cities and towns in Middlesex County. The program combines tough, no-nonsense prosecution of hard-core offenders, with a thoughtful program of community participation. In addition to prison sentences for violent offenders, this approach has led to violence prevention and substance abuse programs in schools, summer jobs programs, sports leagues and youth corps workers for at-risk youths.


Through information-sharing, the program is meant to identify persons who are a threat to peaceful communities and to deliver aggressive preventative and punitive prosecutorial services. In cooperation with the Lowell Police Department, we have made a difference in Lowell. Youth violence, once escalating out of control, has slowed considerably. A cohesion exists in the community to solve these problems together, improving the quality of life for all Lowell residents.

I am pleased to lend my support to the application for Community Policing Grants made by the Lowell Police Department.

Sincerely,

A handwritten signature in black ink that reads "Tom Reilly". The signature is written in a cursive style with a long horizontal stroke at the beginning.

Tom Reilly



Eliot Presbyterian Church

273 Summer Street • Lowell, Massachusetts 01852 • Tel. (508) 452-3383

David W. Malone, Pastor

October 8, 1993

Captain Ed Davis
Lowell Police Department
50 Arcand Drive
Lowell, MA 01852

Dear Captain Davis:

I write in support of the Lowell Police Department's application for a Community Policing Grant. The Eliot Church stands on the edge of the Lower Highlands neighborhood to be affected by the proposed grant in an area significantly affected by several types of criminal activity:

- prostitution, particularly on the corner of Summer and Favor Streets, on the steps of Eliot Public School or in front of the Eliot Church;
- drug sales, especially on corners along Appleton Street and on the South Common;
- simple thievery and house burglary;
- assaults, including one recent murder on the steps of an Appleton Street apartment building behind the Church.

The perpetrators of these crimes are both adult and youth, and the clients patronizing the prostitutes and drug sellers are most often male adults, many driving cars with out-of-state New Hampshire licenses. That the presence of these conditions is deleterious to the prosperity of the business community along Appleton St., to the well-being of the school children at Eliot and Rogers Schools, to the safety of the very many law-abiding residents (many being elderly), and to the willingness of people to come to The Eliot Church should go without saying. Further, the apparent impunity with which delinquent behaviors occur sends a very errant message to the youth with whom we work.

The congregation of The Eliot Church is composed in nearly equal numbers of native English-speaking Americans and of immigrant/refugee Cambodian people. Meeting also in our building are congregations of Brazilians and of Hispanic Christians, along with a major Head Start Center and diverse other community and religious groups who use our meeting spaces day and evening. Of special importance are numerous endeavors directed toward adolescents by several of these groups. The Eliot Church, itself, has a worship service targeted specifically to teens on Saturday evening, sponsors two mid-teen basketball teams in the Cambodian M.A.A. League, and has a Commonwealth Department of Health grant for a pregnancy prevention group of Cambodian young women. Using this church as a base for service is a minister to Cambodian youth sponsored by the Assembly of God denomination.

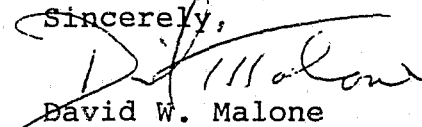
Giving praise to God / ព្រះវរបិតា យេស៊ូគ្រីស្ទ

The church building is often the site of weekend dances and parties for teens, and religious activities for teens are regularly held in the building as part of our Christian formation program.

We would be delighted to work closely with the Lowell Police Department in any positive way toward the alleviation of criminal activities in this neighborhood and in the redirection among youth of energies now focused into delinquent behaviors. We have been helped in the past several years by our relationship with Police Sgt. Jeffrey Davidson and, more recently, with Police Officer Mao Oeur. To build upon these relationships by participating constructively with the Lowell Police Department in a community policing endeavor would be a pleasure.

We sincerely hope the Lowell Police Department is awarded a Community Policing Program Grant and hope to hear further from you on how we can cooperate to make this project a success.

Sincerely,


David W. Malone
Pastor, The Eliot Church

cc: The Rev. Ken Gordon, Assembly of God Youth Outreach
The Rev. Manuel Flores, Iglesia Adventista Hispana de Lowell
The Rev. Francisco Pirez, Igreja Assembleia de Deus
Elder Evelyn McCartney, Clerk of Session

CBA

COALITION FOR A BETTER ACRE

450 Merrimack Street, Lowell, Mass., 01852 (508) 452-7523 Fax: (508) 452-4923

Shirley Cyr, Human Services Office
City of Lowell, Substance Abuse Office
JFK Civic Center #203
50 Arcand Drive, Lowell, Ma., 01852

10.7.93

Dear Ms. Cyr:

I would like to express the Coalition for a Better Acre's (CBA) strong support for the City of Lowell's application to expand your Community Policing Program into the Acre community of Lowell. The CBA is Lowell's only community-based development organization and for the last eleven years has been, in many cases single handedly, helping rebuild Lowell's poorest community which is the Acre.

As you know and what has been confirmed by the last Census survey, Lowell's Acre community is one of the most distressed and poorest communities in the entire New England region. Unemployment in this community is over 50% and the pressures of maintaining a lawful existence in this community when drug dealing and petty crime goes unchecked, are enormous.

Community policing is not a full answer to the problems of inner-city crime and safety. But recent experiences in larger cities like Boston and Houston should be illustrative to us in Lowell – that when police officers get out of their cars and get to know the law abiding business people and residents in lower income communities, safety becomes a joint effort of the police and the residents. In the past, Acre residents have not had a chance to develop positive relations with the police, so community policing comes at a time when our community could benefit enormously as we prepare for the biggest redevelopment of the Triangle neighborhood this community has ever witnessed. Our recent plan to take over 15 Acre properties and turn them into affordable housing will mean that more people will want to be involved in community improvement activities.

The CBA has been involved in many community building activities: housing renovation and community ownership, starting and expanding neighborhood-based businesses, job creation, youth leadership development and community organizing, neighborhood planning, anti-drug campaigns, targeting slum landlords and real estate speculators who allow dealers to conduct their business in the neighborhoods, open space improvements and community gardening.

Our efforts have gained national recognition from the Social Compact, the Union Institute, National Peoples Action, the Dept. of Housing and Urban Development and the Office of Community Services, but our best attempts to improve this community must coincide with a more positive and sustained presence on the part of the Lowell police. We need cops on the streets getting to know who lives here. We need cops who are Hispanic and Southeast Asian who understand what is going on in the community. And, we need the federal government give us a small helping hand to make our goals a reality.

Sincerely,


Neal Newman, Executive Director



Lowell Community Health Center

597 Merrimack Street • Lowell, Massachusetts 01852 • Phone (508) 937-6100 FAX (508) 970-0057
Administration • 585 Merrimack Street • Lowell, Massachusetts 01852 • Phone (508) 937-6045

October 12, 1993

Captain Ed Davis
Lowell Police Department
Lowell City Hall
Lowell, MA 01852

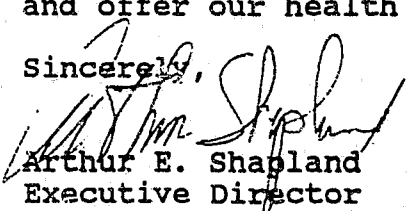
Dear Captain Davis:

The Lowell Community Health Center whole heartedly endorses the proposed community policing project in the Lower Highlands/Acre Neighborhood. We serve approximately 12,600 of Lowell's low income residents on an annual basis; many, 34%, are Southeast Asian and/or Hispanic 4%.

As a primary health care facility in the targeted section of Lowell we are keenly aware of the need for increased police presence in Lower Highlands/Acre section of the city. The incidence of violent crime is spiraling in Lowell, and our patients are often its innocent victims. We are especially pleased to learn of the community policing strategy you have proposed as we have long been involved in the development of coalitions addressing health and human service concerns in Lowell. We are convinced that law enforcement approaches to crime and violence must encompass a whole range of social issues if we are to effectively eliminate these conditions in society.

We view the proposed project as an opportunity to actively work with the Lowell Police Department in the development of crime fighting-neighborhood strategies. We would be pleased to offer outreach services through our clinic site, meeting space speakers on specialized topics (e.g., AIDS, teen pregnancy prevention, prenatal care) and translation services as resources permit. We simultaneously see your project as a vehicle through which we can reach additional residents in the Lower Highlands/Acre Neighborhood and offer our health care services.

Sincerely,



Arthur E. Shapland
Executive Director

AMNO
Acre Model Neighborhood Organization Inc.
Box 733
Lowell, MA 01852

October 12, 1993

Human Service/Substance Abuse Officer
J.F.K. Civic Center
50 Arcand Drive
Lowell, MA 01852

Dear Ms. Cyr;

The Acre Model Neighborhood Organization, Inc. (AMNO) would like to enthusiastically support the Lowell Police Department's request for federal funds to enact the Community Policing Program in the Acre neighborhood.

AMNO, Inc., a neighborhood organization which evolved out of the Model Cities programs of the late 1960's, is approximately 30 years old, and over this time it has seen the Acre have a considerable increase in physical and social problems from housing to crime. In recent years there has been a dramatic escalation in both these areas, in particular crime. As in other cities and neighborhoods throughout the country, residents of the Acre are afraid to leave their homes and in some instances are afraid to be in them. Housebreaks, gang warfare, prostitution, drugs, and arson are rampant in this neighborhood. Local statistics will support these comments.

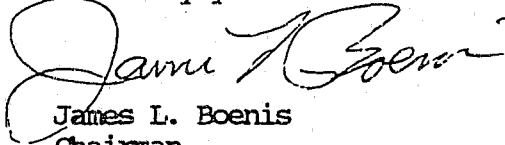
AMNO will support the Community Policing effort should Lowell be successful in whatever way we can be most useful, which would include outreach and networking to the neighborhood and schools, the continued support of the Acre Youth Organization (AYO), and a commitment to improved housing through ongoing programs. AMNO will use whatever resources it has to cooperatively work with all others in this effort.

In conclusion, the Acre is a neighborhood that has a diverse population with many needs. Crime has skyrocketed to the number one position in the minds of the majority of the neighborhood residents. They feel this is the root problem which sprouts many of the other social and physical needs. If crime can be prevented and or dealt with at the neighborhood level, the Acre would see a substantial turnaround.

Community Policing, at this neighborhood level, would be a major step toward letting the good and decent folks of the Acre "take back" their neighborhood and begin to bring this area back to the neighborhood it once was.

Please look favorably on the Lowell Police Department's request for funding this program.

Sincerely yours.



James L. Boenis
Chairman
AMNO, Inc.

JLB/as
cc: file
AMNO Board Members



LOWELL HOUSING AUTHORITY

350 MOODY STREET, P.O. BOX 60, LOWELL, MASS. 01853-0060

937-3500
Fax: (508) 937-5758
TDD: 1-800-545-1833 Ext. 178

JAMES L. MILINAZZO
Executive Director

ARMAND P. MERCIER
Chairman
LAWRENCE P. DOHERTY
Vice Chairman
GEORGE R. GAGAN
ALLEN J. MERRILL
JOSEPH GRENHAM
Commissioners

October 5, 1993

Chief John Sheehan
Lowell Police Department
50 Arcand Drive
Lowell, Massachusetts 01852

SUBJECT: City of Lowell Community Policing Program Application

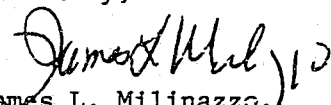
Dear Chief Sheehan:

It is with great pleasure that I offer this letter of support for your community policing program for the City of Lowell. As you know, a smaller version of this program has successfully been implemented within the properties controlled by the Lowell Housing Authority. Since this program's inception, the Lowell Housing Authority has experienced a reduction in vandalism, prostitution, drug sales/drug usage, assaults, etc.. In addition to the overall reduction in crime the Lowell Housing Authority residents fear of crime has diminished, residents are again utilizing Lowell Housing Authority public and private outdoor space, forming neighborhood alliances, and attending local community policing forums.

The City of Lowell and more specifically the Lowell Police Department has the professional experience, enthusiasm, and quality of judgement to successfully implement a community policing program city wide. The citizens of Lowell need and deserve an innovative approach to the problems experienced in a large urban setting.

I wholeheartedly endorse this program and I am committed to working closely with the Lowell Police Department to reduce the incidence of crime in and about the City of Lowell.

Sincerely,


James L. Milinazzo,
Executive Director

JLM/mr



Lowell School Department

Substance Abuse Prevention

50 Father Morrissette Boulevard
Lowell, Massachusetts 01852

5 October, 1993

Captain Edward Davis
Lowell Police Department
J.F.K. Center
Lowell, Massachusetts 01852

Dear Captain Davis:

I learned recently that the Lowell Police Department is applying to the U.S. Department of Justice for funds to support a Community Policing Program in the Lower Highlands section of this city. I wish to express my strong support and offer of assistance in this undertaking.

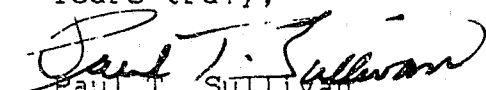
As a native of Lowell with over 35-years experience working as a news reporter, educator and law enforcement specialist I must say this project is long overdue.

The lower Highlands, like other sections, has experienced a decline in life quality while the fiscal crisis has forced a reduction of police coverage. Southeast Asians, who now constitute a large number of residents in this area, fled terrorism and turmoil in their native lands and have found violence and uncertainty here...where they had hoped to find peace and promise.

Among other things this grant will allow Lowell to concentrate police officers on foot patrols in this neighborhood, assign Lowell officers to assist with our D.A.R.E. Program, and set the groundwork for the development of trust building between residents and police. These things are needed badly.

I commend you for your efforts to bring this program to the Lower Highlands, and stand ready to offer assistance by offering my services as well as those of the personnel in my department to make the schools a vehicle through which this program can be effective.

Yours truly,


Paul T. Sullivan
Project Director/Supervisor

(508) 937-8938
(508) 441-3770



Since 1966
Established by the
Mental Health Assoc. of
Greater Lowell, Inc.
Incorporated 1987

Renaissance Club, Inc.

Anne Kaplan Center
21 Branch Street
Lowell, Massachusetts 01851
(508) 454-7944

October 7, 1993

John Sheehan,
Superintendent
Lowell Police Dept.

Dear Superintendent Sheehan,

This letter is to support your effort to obtain federal funds to expand the Community Policing Program in the Lowell Highlands section of Lowell. The Renaissance Club is a day program whose mission is to rehabilitate persons with chronic mental illness. We serve approximately 200 people each year. Our emphasis is on work and it is our philosophy that persons with mental illness can be productive no matter how severe their disability. We have been at our current location in the Lower Highlands for over 10 years. Our facility is a registered historic building, the first city school built in Lowell. We are located across the street from Clemente Park.

We are very concerned about the rise of crime in this area. Incidents of vandalism to our facility have increased in the past 12 months, including broken windows and the theft of a stereo. This past August we were the victims of arson. Gang violence is a problem and prostitution and drug dealing are openly practiced. Several of our members have problems with substance abuse as well as mental illness and have been negatively affected by the illegal drug activity. Of particular concern has been the use of the park across the street for drug dealing, prostitution and vagrancy for which we have had to contact the vice squad to intervene. While Clemente Park is now undergoing some impressive improvements, its value to the community will be hampered unless the illegal activity there is curtailed.

I appreciate your efforts to expand your innovative Community Policing Program and I will support it in any way that I can.

Sincerely,

Larry Urban
Executive Director

*"for the red of courage and the gold of faith are woven whene'er a man looks
in the face of failure and does the best he can..."*

October 6, 1993



John Sheehan, Superintendent
Lowell Police Department
JFK Civic Center
50 Arcand Drive
Lowell, MA 01852

Greater Lowell Family YMCA
35 YMCA Drive
Lowell, MA 01852
(508) 454-7825

Dear Superintendent Sheehan,

OFFICERS

Charles Zaroulis, Esq., Pres.
Joseph D. Meehan, Vice Pres.
Sharyn Gallagher, 2nd V.P.
Ruth Furhovden, Clerk
Daniel Squeglia, Asst. Clerk
Elizabeth Benedict, Treas
Robert Houde, Asst. Treas.

I am writing in support of your application to expand the Community Policing Program in the Lower Highlands section of Lowell. We are strongly in support of having additional police officers assigned to the neighborhood for interaction with residents, business owners, community organizations such as the YMCA and other interested parties in a prevention/intervention method of crime reduction.

BOARD MEMBERS

Anthony DaCosta
Ernest G. Dixon, Jr.
Matthew C. Donahue, Esq.
Noel Friedman
Francis Kallus
Clarence Kenon
Michael Kienzlen
James T. Lichoulas, Jr.
Raymond Ralls
Joseph Randazza
William E. Ricco, Esq.
Albert M. Rick
Nicholas C. Sarris

The Greater Lowell Family YMCA has a program specifically designed for inner city youth who are at high risk of substance abuse and criminal activity. The Youth/Teen Drop In Center meets at the YMCA every weekday evening, and consists of a variety of sports and activities designed for pleasure, education, counseling, and direction. Since the implementation of our program, the vandalism rate in our neighborhood has decreased, but we need stronger support from the Police Department and community to help us make this program as effective as possible.

DIRECTORS EMERITUS

John G. Busbanes
Ernest G. Dixon, Jr.
Dr. George Gianis
Leo Kahn
John E. Leggatt, Esq.
Richard Olney
Harold E. Wright

We are very excited about this grant program, and are committed to working with you and the community in the project through this program, by offering meeting space, and through a close working relationship. Please let me know if we can be of further service.

STAFF

Margery C. Williams.
Executive Director
Hal Collins.
Assoc. Executive Director
Karen Egan.
Child Care Program Admin.
Dan Morency.
Building Superintendent
Debra Pinto.
Youth Camp Director
Kimberly Stinchfield.
Aquatic Director
Robert G. Tremblay.
Business Director
Cheryl Yates.
Health Fitness Director

Sincerely,

Margery C. Williams

Margery C. Williams
Executive Director

MCW/pg

YMCA Mission:

To help people grow in Spirit, Mind and Body



United Way of the
Merrimack Valley Inc

LOWELL



BOYS CLUB

Lowell Boys Club Association

657 Middlesex Street
Lowell, MA 01851
Tel. (508) 458-4526
Fax (508) 453-9740

October 07, 1993

OFFICERS

- PRESIDENT**
Robert Saratora
- PRESIDENT ELECT**
Lewis Demetroulakos
- SECRETARY**
Telly Demos
- TREASURER**
James W. Moriarty
- ASSISTANT TREASURER**
John Green
- EXECUTIVE DIRECTOR**
John D. Glazebrook

Captain Edward Davis
Lowell Police Department
City Hall
Lowell, Massachusetts 01852

Dear Captain Davis:

The Lowell Boys Club, a non-profit agency servicing the youth of Lowell for 93 years, wholeheartedly supports the Lowell Police Department's application for Federal funds to implement community policing in the Lower Highlands.

Because the Boys Club is located in the Lower Highland area, we are acutely aware of the serious crime problems which plague our neighborhoods. The Boys Club and the Police Department have worked closely in the past and we are quite sure that we would assist the implementation of this program in our neighborhood. We would make available space for meetings, staff to serve as translators as well as outreach to our members to assist in developing a broad base of support for this program.

The Boys Club is well-respected in this area and we feel confident that we have a significant impact, teamed with the Lowell Police Department, in a joint effort to rid this neighborhood of crime.

Sincerely,

John D. Glazebrook
JOHN D. GLAZEBROOK
Executive Director

JDG/cpk

BOARD OF DIRECTORS

- Stephen Abbott
- Richard Alden
- George Behrakis
- Dr. Daniel Brennan
- Thomas Broderick
- Odesseus Chiungos
- Vincent Cicerchia
- Lewis Demetroulakos
- Telly Demos
- Arthur Demoulas
- James Gookin
- John Green
- Richard C. Jumps
- Thomas Kelakos
- William Koumantzelis
- William Lapointe
- James Millinazzo
- James W. Moriarty
- Dr. David Morley
- Robert O'Connor
- Ronald Picard
- Richard Provencher
- Thomas Saad
- Dr. Charles Samaras
- Robert Saratora
- Theodore J. Seitzmann
- Paul Shaughnessy
- Philip L. Shea
- Gerald Wallace
- Michael Zammiti

HONORARY DIRECTORS

- George Archer
- Matthew J. Brown
- Eugene Crane
- T. A. Demoulas
- Henry W. Lyons
- Robert A. McKittrick, Sr.
- C. Richmond Page
- Edward B. Stevens
- Walter C. Wilson, Jr.

TRUSTEES

- Marshall L. Field, Chairman
- George D. Behrakis
- T. A. Demoulas
- Edward B. Stevens
- William Vrettas
- Gerald Wallace

MEMBER AGENCY
United Way of Merrimack Valley, Inc.





សមាគមសង្គមខ្មែរអាមេរិក

Cambodian-American League of Lowell

October 8, 1993

Captain Edward Davis
Lowell Police Department
50 Arcand Drive
Lowell, MA 01852

Board of Directors

President
Ratha Paul Yem

First Vice-President
Maliss Phay

Second Vice-President
Dr. Prem Suksawat

Secretary
Ely Phlek

Treasurer
Tom Seng

Members
Tha Chan
Vesna Nuon
Vannara Oung
Kong Sek
Ravuth Yin

Dear Capt. Davis:

The Cambodian-American League of Lowell (C.A.L.L.) is a newly-formed agency working with Cambodian-Americans and Cambodian business owners in the Greater Lowell including the Lowell Highlands.

The recent rise in violent crime including gang related shootings and drug use are having a great negative impact on Cambodian-Americans, their families, and businesses. Cambodian families are afraid of the perpetrators. Some feel like prisoners in their own homes.

Business owners are worried that the criminal element is driving customers away, and that their businesses become targets of either extortion or robbery.

Presently, we are working with officer Mao Oeur from community relation doing outreach to the community. We are working to encourage people to report crime to police, to trust the police, and to share what they know about the criminal element in the area.

We are hoping to reaching out to young Cambodian-Americans who are involved in criminal activities through sports and leadership training in the near future. We are hoping to set up meetings with Cambodian business owners to hear their concerns and suggestions regarding fighting crime in their neighborhood.

We are glad to provide any assistance to the Lowell Police Department in working with the Cambodian-American community in Lowell. Please feel free to contact us any time.

Sincerely,

Ratha Paul Yem,
Board President

cc: Board Members

79 High Street Lowell Massachusetts 01852



206 Rogers Street
Lowell, MA 01852
TEL (508) 454-5405
FAX (508) 454-5043

October 6, 1993

Captain Ed Davis
Lowell Police Department
Lowell, Massachusetts 01852

Dear Captain Davis:

The YWCA works with young people from the Lower Highlands, including youth living in the Flanagan family housing project owned and operated by the Lowell Housing Authority.

Much of our work with youth focuses on substance abuse prevention. It is certainly the case that a community policing effort in the Lower Highlands could go hand in hand with activities designed to influence children to stay away from drugs.

We are encouraging children to work hard in school, and to begin preparing now for higher education, career development, stable families, and a commitment to neighborhood revitalization and community service. Community policing will strengthen the fabric of neighborhood life and will give neighborhood youth opportunities to work within a positive community network. Best wishes in your effort to attract federal funding to this worthwhile project.

Yours truly,

A handwritten signature in cursive script that reads 'Arva J. Clark'.

Arva J. Clark
Executive Director

AJC/dg



LAOTIAN AMERICAN ORGANIZATION
OF GREATER LOWELL

October 7, 1993

Captain Ed Davis
Lowell Police Department
City Hall
Lowell, MA 01852

Dear Captain Davis:

The Laotian American Organization of Greater Lowell would like to state its support for the proposed Lower Highlands/Acre Neighborhood Community Policing Application to the U.S. Department of Justice. It is our belief that Laotian Americans, many of whom live in this section of the city, will surely benefit from a problem-solving based community policing program.

Laotian American refugees, immigrants and their families face a number of challenges as they integrate into the Lowell culture. One of those challenges is lack of recognition in Lowell. When attention is focused on Southeast Asians that attention falls primarily on the Cambodian community. This recognition issue has made it more difficult for the close to 5,000 Laotians in Lowell to achieve the level of community involvement that has been afforded to the Cambodian population. For example, the police force currently has four Cambodian officers. If the Laotian community were actively involved in community policing projects we could find greater representation within the city.

The target area in the proposed application is inhabited by a large number of our community. We look forward to contributing to the health and stability of this neighborhood. We are pleased to offer assistance in outreach, organizing and translation as our resources permit. Lowell clearly is in need of this progressive problem -solving oriented community policing program. We strongly urge that the U. S. Department of Justice support the Lowell Police Department in this effort.

Sincerely,



Sommanee Bounphasasonh
President



Cambodian Mutual Assistance Association
of Greater Lowell, Inc.

125 Perry Street
Lowell, MA 01852
(508) 454-4286
Fax (508) 454-1806

October 7, 1993

Captain Ed Davis
Lowell Police Department
Lowell City Hall
Lowell, MA 01852

Dear Captain Davis:

The Cambodian Mutual Assistance Association (CMAA) strongly supports the Lowell Police Department's past, present and future efforts to incorporate community policing program into their daily operations in the Lower Highlands/Acre Neighborhood of the city. Community policing is welcomed by Lowell's Cambodian neighborhoods for a number of reasons.

In 1980 few persons of Cambodian descent lived in Lowell. Today our numbers are about 25,000. Although most Cambodian refugees and immigrants are finding success in Lowell, many challenges present themselves as we integrate into American society. Our adolescents suffer identity crisis as they split identification with American and Cambodian cultures. Many survivors of the Vietnam War deal with post-traumatic shock syndrome and are not getting the support they need. This lack of support can result in domestic violence and alcohol and other drug abuse in those family settings with survivors. Some of our youth handle cultural conflict by joining street gangs. Many who were professionals in Cambodia find themselves underemployed in America; this leads to frustration.

It is my belief that the community policing program proposed by the Lowell Police Department will help Cambodian Americans to further our integration into the Greater Lowell community. Some of the added police will be Cambodian Americans, and the proposed neighborhood evidences dangerous increases in violent crime. Our community, and other residents in the neighborhood are often frightened by this situation. We look forward to participating in the problem-solving approach to community crime issues. We operate a variety of multiservice programs with outreach components. We are pleased to offer outreach support to your proposed project in the Lower Highlands/Acre Neighborhood. It is exciting that Lowell will have such a progressive program and that we will be an integral part of it. We look forward to working with the community and police in this project.

Sincerely,

Pere Pen
Executive Director

SOUTHEAST ASIAN TASK FORCE

October 7, 1993

Captain Ed Davis
Lowell Police Department
City Hall
Lowell, MA 01852

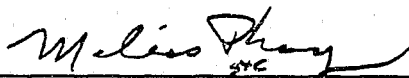
Dear Captain Davis:

The Southeast Asian Task Force has unanimously endorsed the Lowell Police Department's Proposal to the U.S. Department of Justice to implement community policing in the Lower Highlands/Acre section of the city. We view this application as a direct linkage with our objective-- to increase and integrate law enforcement and community based resources in problem solving approaches to crime and social issues in Lowell. We are especially pleased to offer the Task Force as a forum for dialogue and services, as individual and agency capacities permit, in outreach, organizing, and coordinating community strategies outlined in the proposal.


The selection of the Lower Highland/Acre Neighborhood in Lowell is a prime candidate for community policing. Its multiethnic/racial composition provides great opportunity for interaction and communication among Southeast Asian, Hispanic and Anglo American residents of Lowell. The magnitude of gang activity and other crime in this section of the city has already brought many residents together. This forms an ideal base for expanded collaboration in social issues such as substance abuse prevention, treatment, intervention, domestic and other forms of family violence and dysfunction, hunger/homelessness, juvenile delinquency and youth prevention/intervention and recreation programming.

We strongly urge federal support of the proposal presented by the Lowell Police Department to the U.S. Department of Justice, and our membership stands prepared to assist in implementation.

Sincerely,



Maliss Phay, Co-Chair, Southeast Asian Task Force



Tom Reilly, Co-Chair, South Asian Task Force



Lowell House, Inc.

Administrative Offices:
Outpatient Services
Driver Alcohol Education
Youth Intervention Program
Homeless Case Management
555 Merrimack Street
Lowell, MA 01854
(508) 459-8656

HIV/AIDS Program
555 Merrimack Street
Lowell, MA 01854
(508) 970-2697

Recovery Home
102 Appleton Street
Lowell, MA 01852
(508) 459-3371

The Glenice Sheehan Program
East Street
Tewksbury, MA 01876
(508) 640-0839

The Nichols Program
East Street
Tewksbury, MA 01876
(508) 851-7321 Ex. 2543

John Sheehan, Superintendent
Lowell Police Department

October 5, 1993

Superintendent Sheehan

Lowell House, Inc. has been providing residential and ambulatory Substance Abuse Services for the people of the City of Lowell since 1972. One of the important focuses of our agency is court involved and other high-risk youth. Approximately 50% of LHI's service population are minorities, particularly Latinos. The agency focuses on youths from "high-risk" neighborhoods in Lowell including the Acre, Lower Highlands and Centralville sections of the city.

Youths who are raised in high-risk environments have far greater difficulty making choices about positive lifestyles than youths with appropriate familial limit setting and value modeling. We cannot expect that youths who are immersed in surroundings where criminal activity, substance use and trafficking, violence, etc. are abundant will ever naturally experience cultural changes without proper guidance. We may very well provide supportive programming meant to re-direct the youth, but each evening they return to the more powerful influence of troubled homes and neighborhoods where strategies for mere survival preclude the possibility of social growth. We cannot keep polishing our pebbles only to throw them back into muddy water.

The philosophical gap between social services and criminal justice has closed dramatically in the last several years. We have realized the value of the two as components of a healthier community...along with a strong educational system, and responsible and responsive government. It is incumbent upon us to work together to help our more unfortunate and misguided citizens become healthy social beings. At the same time we must police their neighborhoods of origin and rid them of crime and criminals so that healthy people return to healthy environments and are able to continue the social healing process.

Out of concern for community development, we commit our resources (as we have in the past) to work cooperatively with the municipality in their effort to reduce criminal activities in our neighborhoods, particularly substance abuse, which we consider to be at the heart of the crime problem. Our staff and administrators are available to learn, teach and participate in a community policing enterprise that

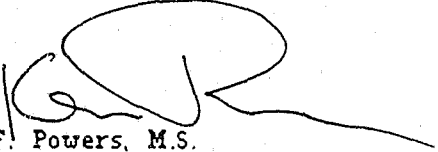
Successfully serving the Substance Abuse Recovery needs of Lowell, the Greater Lowell Area and the Merrimack Valley. Funded in Part by the Department of Public Health.

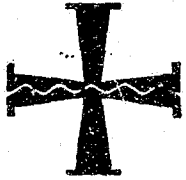
(2)

includes a curative element. Our facilities and other resources are readily available to the City and its Police Department.

As a taxpayer in Lowell, a businessman in the community, a parent of children attending our public schools, and as a member of the Lowell School Committee, I understand the depth of the problem we are addressing and always welcome the opportunity to be part of the solution.

Sincerely,


Kenneth F. Powers, M.S.
Executive Director, LHI



Notre Dame de Lourdes

101 Smith Street

Lowell, Mass. 01851

(617) 459-2339

John Sheehan, Superintendent
Lowell Police Department
50 Arcand Drive
Lowell, MA 01852

Dear Superintendent Sheehan,

I have worked with children, teenagers and the elderly of the Lower Highlands for the past ten years. My years of work here and the changes which I have noticed in our neighborhood over the past several years causes me to lend my voice of approval to the Lowell Police Department's application for federal funds to expand a Community Policing Program in our neighborhood.

I work out of our parish center with our teens and youth. Three of our teens were attacked by a junior high school age gang of about twenty teens last year. Our parish center was vandalized in 1992 and had a new VCR stolen in early 1993. I face prostitutes in front of the building which we use to educate children in moral development, and drugs are being sold in one of the houses facing our center.

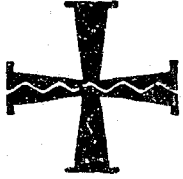
For all of these reasons I heartily support the concept of community policing and interaction with residents as a way of prevention and crime reduction.

If any of your police officers would like to address our parish's youth group to make this community outreach better known, please do let me know. Our teens are an asset to the neighborhood and they would be more than willing to work with you.

You have my whole-hearted support in your efforts.

Sincerely,

Jeanne C. Pinard
Pastoral Associate



Notre Dame de Lourdes

101 Smith Street

Lowell, Mass. 01851

(617) 459-2339

October 7, 1993

Mr. John Sheehan
Superintendent
Lowell Police Department
Lowell, Ma 01852

Dear Sir:

I am writing in support of the Community Policing Program. I understand that the Lowell Police Department is applying for federal funds to expand the Community Policing Program in the Lower Highlands.

I am convinced that the community policing concepts of interaction with residents, business owners, and various community organizations can set the positive tone needed for ongoing collaboration in the neighborhood and for taking more positive preventative steps toward the reduction of crime.

Many of our youth are high risk. We have seen some youth who have displayed a positive role in the church community subsequently involved in criminal behavior.

In spite of our limited space and resources, we would provide meeting space if we can and we would encourage our parishioners to be involved in outreach programs.

I wholeheartedly support the Community Policing Program.

Sincerely yours,

Norman J. Parent OMI

Norman J. Parent, OMI
Pastor

October 1, 1993

We, the residents and business men/women of the Highlands section of the City of Lowell are deeply concerned about the escalating crime and violence rate in our neighborhood. We believe that a Community Policing Program will greatly decrease the incidences of illegal drug sales/use, prostitution, violence and related high risk activities.

We pledge our support to the Lowell Police Department and other City Departments in establishing a partnership to create a safe and secure environment here in our neighborhood. We will lend our support on neighborhood task forces, problem solving committees, programs to build community pride or in any other ways that will bring our goal of crime and violence reduction to fruition.

<u>Name</u>	<u>Address</u>
HERSH W. GOLDMAN	37 GRAND STREET LOWELL, MA 01851
Julius Michelson	37 Grand St Lowell
Sadie Michelson	37 Grand St Lowell, Mass
Michael + Laurie Gordon	36+30 Howard St 4548498
Samatha PHATH	204 Appleton St
Neth Yam	29 Howard St
Chap Rin	27 Howard St
manuil st	30 Howard St
SAEM'S Auto	268 ^{Howard} ST
Fred Michelson	83 Howard St.
Jour Trypelle	SARRE
Mat Segal	SARRE
Dot Buschett	- 54 Grand St.
Joan Paradise	58 Grand St.
Shanna Brughley	68 Grand St.
Valeta Sili	82 GRAND ST LOWELL
Miam Dablon	29 Grand St. 01851

Frederic Chen

585 Middlesex St., Lowell, MA 01851

Chen Leipzig

33 GRAND ST Lowell MA 01851

Neal Chapman

33 GRAND ST. LOWELL MA 01851

Sharon Goulet

33-WESTFORD, Lowell, MA

Beverly Cebredo

82 Grand 3rd Fl.

James ...

75 Grand St. Lowell MA

John Costa

75 Howard St Lowell Ma

October 1, 1993

We, the residents and business men/women of the Highlands section of the City of Lowell are deeply concerned about the escalating crime and violence rate in our neighborhood. We believe that a Community Policing Program will greatly decrease the incidences of illegal drug sales/use, prostitution, violence and related high risk activities.

We pledge our support to the Lowell Police Department and other City Departments in establishing a partnership to create a safe and secure environment here in our neighborhood. We will lend our support on neighborhood task forces, problem solving committees, programs to build community pride or in any other ways that will bring our goal of crime and violence reduction to fruition.

Name Address

John + Diane Landry 28 Bellevue St. Lowell
Norma J. Fortin 61 Lake St - Lowell
Pauline E. Fortin 64 Lane St Lowell
Ann Ruffin "Butt St. Lowell, Ma.
Andrea E. Reilly 150 Keilmore St Lowell, MA
Barbara G. Cilman 41 Quincy St Lowell, MA
Sue Benabe 21 Bellevue St Lowell Massachusetts
James M. Thomas 105 Highland Ave Lowell 01851
Carmen Coniglian 151 Smith St Lowell. 01851
Michael Gary 297 Pawtucket Ave Lowell
Charles Stepanian 83 Bellevue St Lowell
Ray Stepanian 83 Bellevue St Lowell
Pooie Repar 64 Bellevue St Lowell
SERAFIM Silva 78 Bellevue St Lowell
Keith Stanley 61 Nichols St Lowell

William H. Decker 68 here st Lowell, MA
Brian McMahon 150 Bellevue St MA.
Bill Early 611 Wilder St, Lowell, MA
Betty Decker 65 Lane St Lowell MA 01851
Paul A. Bourassa 4 Horn St. Lowell, Me. 01853

CITY OF LOWELL

ATTN: RICHARD JOHNSON

LOWELL CITY HALL

RE: 70, 74-76 BELLEVUE STREET

WE THE PEOPLE OF THE CITY OF LOWELL, RESIDENTS OF THE COMMONWEALTH OF MASSACHUSETTS, ARE FINALLY GOING TO CLEAN UP OUR NEIGHBORHOOD. WE RENT AND OWN PROPERTY IN THE VICINITY OF BELLEVUE STREET IN LOWELL, MASSACHUSETTS. IT IS TIME THAT WE THE PEOPLE GET TAX PAYING DOLLARS USED TO BENEFIT OUR INTERESTS. WE THE PEOPLE WANT THE DRUG DEALERS OUT OF OUR NEIGHBORHOOD.

NAME	ADDRESS	#	TELEPHONE#
Anita Muehns	12 BELLEVUE ST		
Daniel Zabawa	12 BELLEVUE ST		
Karen Cortes	14 BELLEVUE ST.		
Kelly O'Brien	14 BELLEVUE ST.		
Michelle Sullivan	49 ROYAL ST.		
Charlie Nutt	49 ROYAL ST.		
Fernilindo Picanco	75 BELLEVUE ST		
Terese Picanco	75 BELLEVUE ST		
Leslie Oton	73 Bellevue st.		
Mary H. Corcoran	47 Bellevue St.		
Bob Sieleman	65 Bellevue St Lowell		
Guy Messeri	81 Westford St.		
Charles Anderson	39 Bellevue st.		
Judge Orstav	73 Bellevue St		
Juli Ambrecht	64 Bellevue St.		
Rosie Rapco	64 Bellevue St.		
Craig Taylor	62 BELLEVUE ST.		
Nelda Volianites	62 BELLEVUE ST.		
Brandi Volianites	62 BELLEVUE ST.		
Crystal Volianites	62 Bellevue		

Susan Pagan 56 Bellevue St.

Sherry Raposo 64 Bellevue St.

~~Mary Williams~~ 64 Bellevue St.

Patrick J. Laffey 84 Bellevue St.

Berry Laffey 84 Bellevue St.

Jessica Laffey 84 Bellevue St.

Michael Laffey 84 Bellevue St.

Rabiel Stepanian 81 Bellevue St.

Gerald Sampson 81 Bellevue St.

Kayla Sampson 81 Bellevue St.

Marjorie M. Mitra 78 Bellevue St.

Fernanda Lopes 78 Bellevue St.

Sunny V. Siqueira 78

Bellevue St.

Arabel Dasilva 78 Bellevue St.

Yoree Lee 78 Bellevue St.

Mr + Mrs. James King III 22 C. St Lowell

Mr. + Mrs. Charles Stepanian 83 Bellevue St.

Jmy Loge 89 Bellevue St.

John Loge 89 Bellevue St.

Laylen Jones 89 Bellevue St.

Vincent J. Drona 89 Bellevue St.

Mary Bishop 40 Sheldon St.

Hannah Psoinos 40 Sheldon St.

Nick Psoinos 42 Sheldon St.

Jackie Psoinos 42 Sheldon St.

Alicia Psoinos 42 Sheldon St.

CITY OF LOWELL

ATTN: RICHARD JOHNSON

LOWELL CITY HALL

RE: 70, 74-76 BELLEVUE STREET

WE THE PEOPLE OF THE CITY OF LOWELL, RESIDENTS OF THE COMMONWEALTH OF MASSACHUSETTS, ARE FINALLY GOING TO CLEAN UP OUR NEIGHBORHOOD. WE RENT AND OWN PROPERTY IN THE VICINITY OF BELLEVUE STREET IN LOWELL, MASSACHUSETTS. IT IS TIME THAT WE THE PEOPLE GET TAX PAYING DOLLARS USED TO BENEFIT OUR INTERESTS. WE THE PEOPLE WANT THE DRUG DEALERS OUT OF OUR NEIGHBORHOOD.

NAME

ADDRESS

~~TELEPHONE#~~

Mrs. Harold Sullivan	92 Bellevue St.	
Dorothy Manning	57 Thayer St.	
Ronald J. Lutkus	59 Thayer St.	
Robert S. Sweeney	10 Thayer St.	
Arthur M. Cormier	66 THAYER ST.	
Denise DeFurville	111 Bellevue St Apt 3	
Walter D. Dwyer	112 BELLEVUE ST Apt 2	
GERALD MULLIGAN	113 BELLEVUE ST	
Ida Morin	126 Bellevue St.	
Alphonse Morin	126 Bellevue St.	
David Evans	20 Hillside St	
Donna Evans	20 Hillside St	
Dorothy Evans	22 Hillside St.	
Catherine Foley	67 Thayer St.	
Elizabeth Frances Foley	67 Thayer St.	

Raymond J. Moran

84 Belknap Street

Bowling, Mass.

TU. N. NGUYEN - 68. SHELDON ST

THE - T. NGUYEN - 68 SHELDON ST

Edmund R. Hurley 22 Liberty

- Hurley D. Hurley 22 Liberty

Quelco Maly 125 WESTFORD ST.

APPENDIX VI

Neighborhood Map and Aerial Photographs