

CITY OF MADISON
INTER-DEPARTMENTAL
CORRESPONDENCE

ID# 03194

DATE: April 3, 2006

TO: Noble Wray, Chief of Police

FROM: John I. Davenport, Captain of Police

SUBJECT: **Allied Drive Neighborhood Update**

The Allied Drive neighborhood has been a troubled neighborhood for several decades. Since the mid 1980's through early 1990's it remained the busiest neighborhood, in terms of serious crimes committed, in the city. During the mid 1990's the Broadway Simpson neighborhood became the most troubled neighborhood in the city. Allied Drive was still crime ridden, yet not to the level of the Broadway Simpson neighborhood. Through a significant investment of money and city resources, the Broadway Simpson Street neighborhood was transitioned into a vibrant, productive, safe neighborhood. During this transition process several other troubled neighborhoods in the city were also transitioning to a more productive status. Unfortunately, as this transition took place, the Allied Drive neighborhood regained its "status" as the most troubled neighborhood in the city and has remained so ever since. **It is currently one of the last "open air drug markets" in the city.** A number of police initiatives have been implemented since 1990 in an attempt to deal with problems in this area. Please see attached historical overview of Madison Police Department (MPD) initiatives from 1990 – 2005. (See Attachment A.)

The Allied Drive neighborhood comprises a land area of approximately .108 of a square mile with an estimated population of approximately 2,500 residents (3% of the district population). The Madison Police Department's West District has a total land area of 26 square miles and approximately 80,000 residents. Currently, on a daily basis, approximately **30% of the West District Patrol uniformed resources are dedicated to the Allied Drive neighborhood. For patrol services alone this equates to seven uniformed patrol officers committed to Allied Drive on a daily basis. The annual cost with salary and benefits for these officers is \$574,000.** (Based on an average officer salary for 2006.) The number of officers listed only reflects routine patrol, yet does not include investigative time, time committed by the South/West Community Policing Team, staff time, or resources that are committed when other beat or other district officers respond to the area. No other neighborhood in the City of Madison has the amount of police resources dedicated to it on a daily basis. This has been and continues to be a significant strain on our resources, and **it is unknown how much longer the district can sustain this level of resource commitment.** The remaining 97% of the district residents are essentially being policed by the remaining 70% of our staff. The West District is not only the largest, approximately one third of the city's land mass, it has also become the busiest police district generating well over 3,000 police calls for service per month. (See Attachment B.)

The Madison Police Department's goal to reduce crime and assist in improving the overall quality of life in the neighborhood is a priority for the West District this year. **A number of initiatives have been implemented for 2006.** These include, but are not limited to:

- Assigning a two-officer patrol squad to police the neighborhood from 3 p.m. – 7 a.m. on a daily basis.

- Changed dispatch protocol to respond to non-priority calls for service to the Allied neighborhood during the hour of shift change. (This is the only area in the city where officers will be dispatched to non-priority calls during the hour of shift change.)
- Initiated youth teen court program.
- Improved/updated Allied area banning process (bail conditions, Probation and Parole).
- MPD district staff meet monthly with neighborhood landlords.
- Landlord training for Allied area property owners/managers scheduled for April 27 (no cost to attendees).
- Department analyst has been assigned to assist with assessment of neighborhood.
- Other West District Neighborhood Police Officers have been directed to walk with an Allied Drive Neighborhood Police Officer at least 8 hours per month.
- Partnered with the Targeted Offender Task Force.
- Referred convicted felons in possession of firearms/dangerous drugs for Federal Prosecutions.
- Officers conducted assessments of each property in Allied Drive area; letters sent to each property owner outlining issues/concerns with their buildings with expectation of improvement.
- Drug K9 sweeps of basements of the buildings in the neighborhood.
- 216 officer hours devoted to a number of suppression efforts in the neighborhood so far under Weed and Seed Grant.

It has been suggested that the issues in the Allied neighborhood can be resolved if only law enforcement would make more arrests. Our statistics clearly indicate that the number of arrests in the Allied Drive neighborhood have increased significantly since 2001. (Please see attachment C.) In light of the significant increase in the number of arrests, the number of incidents requiring police interaction continues to increase. This information clearly indicates that enforcement alone will not resolve the issues confronting the neighborhood. **It has also been suggested by some that the vast majority of people arrested in the Allied Drive neighborhood either do not live there or have no connection there. Upon reviewing the 77 criminal acts that have occurred in the neighborhood since the beginning of this year where a suspect was identified, 29 of the suspects identified (or 38%) list an address on Allied Drive or on a nearby street.**

According to a report filed by the Allied Drive Task Force on October 19, 2005, 44% of the families living in the Allied Drive neighborhood have an income below the poverty level, which is seven times the city average. The same report indicates that a female is the head of 45% of the households in the neighborhood, which is three times the city average. The median age in the neighborhood is 17.8 compared to citywide median age of 30.6. In terms of education 50% of the residents in the neighborhood have less than a high school education vs. 85% citywide. Another interesting fact is that residents of this neighborhood spend 0% of their income on a mortgage compared to an adjacent Fitchburg neighborhood where 20% of residents spend at least 30% or higher of their income on a mortgage. The neighborhood is also racially and ethnically diverse. Eighty-seven percent of the residents are non-white vs. 16% citywide. The population of the neighborhood has increased by just over 400 between 1990 and 2000; the white population has decreased by 1,150 during the same period. The department analyst has analyzed this information and has indicated that the level of income, education, and the median age in the neighborhood may all have an impact on the current level of crime in the neighborhood. Another fact that may directly impact crime in the neighborhood is that as of October 2005, 134 of the residents in the area are under supervision of Probation and Parole. Several other rental properties within walking distance of the

neighborhood also house people who are under the supervision of Probation and Parole; the numbers are just not available at this time.

An issue that has a dramatic negative impact on the safety of the neighborhood is the lack of adequate tenant screening by a few of the area landlords. As indicated, our staff continues to meet with area landlords on a monthly basis. This issue has been discussed at every meeting, yet the problem continues. The landlords have indicated that most of them are currently operating with under a 50% occupancy rate and find it very difficult to attract quality tenants. Many of them, for the sake of the neighborhood, have an occupancy rate much lower than 50%, holding out for responsible tenants. Unfortunately, it has been our experience that it only takes a few landlords to act negligently to have a significant negative, sometimes long-term, impact on the neighborhood.

What needs to be done:

In order to have a long-term positive impact on the neighborhood, the City, landlords, residents and police have to work collaboratively on addressing the issues confronting the neighborhood. Drug and substance abuse continue to be the number one issue in the neighborhood. As indicated, poverty and the level of education continue to be issues that need to be addressed as well.

The City can take the lead on addressing the socio-economic issues facing the neighborhood. This would include the substance abuse issue, unemployment, poverty, and the level of education. The City can also take the lead in facilitating a physical change of the neighborhood. Data clearly shows the number of young people that are residing in the neighborhood. These young people need sufficient green space to be available to them where they can access playground equipment, sports fields, etc. Although the addition of the Boys and Girls Club will be a significant asset to the neighborhood, it does not address the fact that children still need green space available in their neighborhood. The creation of green space was critical in the transition of the Broadway Simpson neighborhood. The City Attorney's office should continue to actively pursue abatements on properties that have become nuisance problems. A nuisance abatement City Ordinance should also be pursued to hold landlords accountable.

Area Landlords should continue to improve their landlord practices. They must conduct proper screening of potential tenants, be visible and active in the neighborhood, and continue to provide physical improvements to their properties. The landlords are currently meeting on a monthly basis with a goal of developing a plan of action for what they can do to assist with the transition process. They need to continue with this project and improve on their communication with one another.

Residents need to send a message by their action that violent unlawful behavior will no longer be tolerated in their neighborhood. An initial step could be a "take back the street" walk as is routinely done in the Magnolia Cypress neighborhood, which demonstrates solidarity and sends a strong message. It is also believed that active participation and responsibility by residents of the neighborhood are essential in having any long-term positive impact in the neighborhood. Residents must become involved and active partners in the transition process. They should become active in the neighborhood association and by their example become leaders in the neighborhood. They can have a significant effect by just controlling the behavior of their family and guests. The most significant influence on a neighborhood's crime rate is a resident's willingness to act. Neighborhoods will become successful when local residents are willing to address issues and contact parents of children involved in inappropriate behavior. Consistent with other neighborhoods in the City and in adjacent Fitchburg neighborhoods, affordable owner-occupied

properties should be available to residents in this neighborhood. Residents would certainly have more of a stake in the neighborhood and may become more permanent in the neighborhood if they were able to become homeowners

The Police need to continue to sustain a presence to identify and apprehend those responsible for the commission of dangerous crimes. The officers working the neighborhood need to spend more time on foot, increasing their contacts with residents with regular foot patrols. Officers need to direct their attention to issues raised by the neighborhood and initiate a response to address the issue. West District staff need to continue to work closely with other law enforcement agencies at the federal, state and local levels to address criminal activities in the neighborhood. District staff must also work collaboratively with landlords, residents and other city and county agencies developing mid- and long-term problem solving strategies focused on resolving issues confronting the neighborhood.

At the **State** level the Department of Probation and Parole should consider the impact of placing the number of people on supervision in a particular neighborhood when placement is made. Local law enforcement agencies should encourage them to reduce the density of their placements into the Allied Drive neighborhood. People who commit violent criminal acts in the neighborhood should be prosecuted to the full extent of the law. Those individuals who have prior felony convictions and are found to be in possession of drugs or firearms should be prosecuted at the federal level.

It is encouraging that the Mayor has developed the Mayor's Allied Staff Team providing a city-wide collaborative focus of city resources on the neighborhood. It is also encouraging that the area landlords are meeting regularly with police and interested residents discussing issues and developing an action plan. Although a few landlords continue to contribute to the problem with inadequate screening of potential residents most are conducting proper screening processes. The neighborhood association, which has for many years been dormant, is now a functioning body and will be a critical partner in the transition venture.

In summary, the transition of the Allied Drive neighborhood can only take place when all of the stakeholders, who have been identified in this document, actively participate in the transition process. No one agency or group can accomplish this task independent of the others. It has been our experience and the data clearly indicates that many of the residents fall into one of three categories: low income, easily exploited, and those involved in criminal activities. The socio-economic issues confronting the residents need to be addressed as well as the physical environment of the neighborhood. The low occupancy rates in the neighborhood certainly support that there is an over abundance of housing units available. As mentioned, additional green space is desperately needed. If some of the current multi-family unit dwellings were removed, the occupancy rate would be positively impacted which would allow the landlords to provide improvements to their properties. The City has experienced successful transitions in other neighborhoods and the Allied Drive neighborhood can glean from the experience of these successes.

Respectfully Submitted,

John I. Davenport
Captain of Police
West District

Attachment A

Madison Police Department's Historical Overview of Allied Drive Initiatives (1990 – 2005)

- 1990:** Neighborhood Police Officer (NPO) assigned to area and opens office.
- ❖ Weekend neighborhood clean up project.
- 1992:** City of Madison is awarded Federal Weed and Seed Grant. Monies from grant are used to increase police presence and address street crime related problems.
(Grant continued thru 2002.)
- 1997:** Additional/2nd NPO assigned to area
- ❖ NPOs regularly attend landlord meetings.
 - ❖ Southeast Asian Liaison position filled by LIE.
 - ❖ Assisted with neighborhood Christmas party and gift exchange.
 - ❖ Organized/coordinated Friday night swim and play event at West YMCA.
 - ❖ Emphasis on West District Patrol staff working closely with NPOs to provide more consistency related to meeting goals, communication, providing coverage, etc
 - ❖ City-wide NPO staffing of area for special projects/problems.
- 2000:** West District developed an Allied Drive Strategic Planning Initiative.
- ❖ Fitchburg/Madison Police initiate collaborative Neighborhood Officer efforts
 - ❖ Shared NPO office space with City of Fitchburg NPO.
- 2001:** Fitchburg and Madison Police continue collaborative neighborhood efforts.
- ❖ Increased NPO collaboration and communication.
 - ❖ Command staff community meetings.
 - ❖ NPOs regularly attend Neighborhood Center Teen Group meetings.
 - ❖ Annual Pig Roast event started (May).
 - ❖ Movie Night at the Neighborhood Center.
 - ❖ Midnight basketball team coordinated.
 - ❖ Several crime suppression initiatives to address gun, gang, and drug related violence, and reduce community fear.
- 2002:** Annual TESTI traffic safety initiative begins
- ❖ Service providers/stake holders group meetings initiated (November)
 - ❖ Several crime suppression initiatives to address gun, gang, and drug related violence, and reduce community fear.

- 2003:** New Weed and Seed Grant funding received and will be funded thru at least 2004.
- ❖ Three Landlord Training Program Sessions
 - ❖ Four "Allied Update" informational memos to Mayor and other City leaders.
 - ❖ Assigned one full-time NPO to community/resident and stakeholder collaboration last half 2003.
 - ❖ Additional limited-term NPO assigned to support/enhance community-police relationship efforts.(Fourth Quarter)
 - ❖ Service providers/stake holders group meetings increased to quarterly events.
- 2004:** Initiated 2004 Weed and Seed Grant plan to ID potential resident community leaders for leadership.
- ❖ Developed comprehensive safety plan for the neighborhood.
 - ❖ Committed two full-time neighborhood Police Officers to the neighborhood.
 - ❖ Initiated 2004 Weed and Seed Grant plan to ID potential resident community leaders for leadership training, develop collaborative resident/police community improvement projects and crime suppression efforts.
 - ❖ Service providers/stake holders group meetings increased to monthly events.
 - ❖ Allied Tip line established for neighborhood, "Safety Phone Tree" that notifies service providers with child programs to lockdown facilities during incidents with potential violence.
 - ❖ Annual traffic safety initiative held by South/West Community Police Team.
 - ❖ South/West Community Police Team assigned regular Allied area tasks.
 - ❖ Fourth annual Allied Pig Roast held with an estimated 700 attendees.
 - ❖ West Police District 2004 Allied Plan to incorporate combined efforts of Patrol Officers, Detectives, Neighborhood Officers and Weed and Seed Grant personnel towards relationship building, fear reduction and crime suppression
 - ❖ Held community listening sessions to facilitate resident input related to safety.
 - ❖ Completed environmental security assessments of all Allied Drive properties.
 - ❖ Participated in FAST COPS program that focused on family and parenting issues.
 - ❖ Women's Safety training session conducted.
 - ❖ Madison Police and Allied area kids community clean up project and movie/pizza night.
 - ❖ Introduction of "Mad Dads" to the Allied Drive neighborhood.
 - ❖ Invested approximately 1,800 officer hours from Weed and Seed Grant.
- 2005:** Updated comprehensive safety plan for the neighborhood.
- ❖ Assigned a district detective to review all Allied Drive reported incidents.
 - ❖ In conjunction with UPN-14/Club TNI developed anti-gang messaging program targeting youth audience.
 - ❖ Met with other city agencies at Mayor's Allied Drive Staff Team quarterly meetings.
 - ❖ Held community listening sessions to facilitate resident input related to safety, for both English and non-English speaking residents.
 - ❖ Committed two full-time neighborhood Police Officers to the neighborhood.
 - ❖ Fifth annual Allied Pig Roast held.
 - ❖ Mid June anti-drug operation targeting drug traffickers.
 - ❖ Surveyed neighborhood to determine public safety issues, problem identification and evaluation of police services
 - ❖ South/West Community Police Team directed to work Allied area as primary assignment, late July through September.

- ❖ Allied Stakeholder meetings continue on monthly basis
- ❖ Invested 900+ officer hours from Weed and Seed Grant during 2005 (April – August freeze of funding).
- ❖ Additional approximate 2,700 officer hours (non-grant) committed by South/West Community Police Team to neighborhood
- ❖ Prostitution sting targeting potential clients coming into the neighborhood.
- ❖ October drug reversal operation targeting drug traffickers.
- ❖ Initiated abatement action through City Attorney's office on four properties in the neighborhood.
- ❖ Initiated periodic suppression efforts to identify and apprehend those responsible for dangerous crimes.
- ❖ Obtained assistance from Dane County Narcotics and Gang Task Force to focus on drug and gang issues within the neighborhood.
- ❖ Neighborhood Officer obtained \$2,000 grant to purchase four personal computers with this money, and worked with other service providers in the Allied Drive neighborhood to select four deserving children to receive the computers.
- ❖ Coordinated joint task force, which includes members from FBI, ATF, Department of Justice, Dane County Narcotics & Drug Task Force, Madison Police Department, Fitchburg Police Department, and Dane County Sheriff's Office.

Attachment B

Allied Drive Information:

Size:

Total square miles, City	65.94 miles
Square miles, West District	25.66 miles (39% of City)

Roads:

Miles of roadway, City	965.4
Miles of roadway, West District	364.7 (38% of City)

Population:

City of Madison (2000 Census)	208,054
Allied Area (approximate)	2,412 (1.1% of City Total)

Calls for Service:

Total MPD Calls for Police Service (2005)	152,440
Calls for Police Service, West District (2005)	37,689 (24.7% of total)
Calls for Police Service, Sector 104 (includes Allied Drive area)	5,274 (14% of West District Total; 3% of City Total)

Selected Call Types:

Call Type	City Total (2005)	West District (2005)	Sector 104 (2005)	Sector 104 Percentage of City Total
Armed Robbery	191	73	24	13%
Weapons Offense	399	155	72	18%
Gun Call	56	22	10	18%
Robbery	187	57	25	13%
Aggravated Battery	396	99	32	8%

Attachment C

PERCENT INCREASE IN ADULT ARRESTS SINCE 2001

