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HOW CAN THE FEDERAL GOVERNMENT ASSIST STATE AND LOCAL PROGRAMS TO PROTECT CITIZENS AND COMMUNITIES AGAINST DRUG-RELATED VIOLENCE

HEARING

BEFORE THE

SUBCOMMITTEE ON CRIMINAL JUSTICE, DRUG POLICY AND HUMAN RESOURCES

OF THE

COMMITTEE ON GOVERNMENT REFORM

HOUSE OF REPRESENTATIVES

ONE HUNDRED EIGHTH CONGRESS

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HOW CAN THE FEDERAL GOVERNMENT ASSIST STATE AND LOCAL PROGRAMS TO PROTECT CITIZENS AND COMMUNITIES AGAINST DRUG-RELATED VIOLENCE

MONDAY, JULY 21, 2003

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON CRIMINAL JUSTICE, DRUG POLICY AND HUMAN RESOURCES,
COMMITTEE ON GOVERNMENT REFORM,
Baltimore, MD.

The subcommittee met, pursuant to notice, at 10:35 a.m., in University of Maryland School of Nursing, Baltimore, MD, Hon. Mark Souder (chairman of the subcommittee) presiding.

Present: Representatives Souder, Cummings, and Ruppersberger.

Staff present: Christopher Donesa, staff director and chief counsel; Nicholas P. Coleman, professional staff member and counsel; Nicole Garrett, clerk; and Julian A. Haywood, minority counsel.

Mr. SOUDER. The subcommittee will come to order. Good morning. It is a real pleasure to be here in Baltimore today, and particularly, be in the district of our distinguished ranking member, Mr. Cummings. The subject of our hearing today, however, is a more serious one prompted by a tragic incident, the violence against the Dawson family. We are here today to consider how the Federal Government can best work with cities, and State, and local governments to support and protect brave individuals like Angela Dawson who are willing to stand up in their communities against drug dealing and drug violence.

In Baltimore, the pain of drug abuse is especially felt. There were nearly 500 drug-induced or drug-related deaths in 2001; approximately 10 percent of all the deaths in the area. Drug dealers have taken over many parts of the city, making law-abiding citizens virtual prisoners in their own homes. In the face of this threat, many citizens and families have stepped forward to try to take back their neighborhoods from dealers and gangs, often at great personal risk.

The Dawson family is the most recent and poignant reminder. Angela Dawson lived in Baltimore with her husband, Carnell, and their five young children. In an effort to rid her street of drug dealers, she repeatedly called 911, reporting suspicious activity to the police. Her efforts came at a terrible price. In the early morning hours of October 16, 2002, the Dawson family's home was firebombed by a local drug dealer in retaliation. The bombing

claimed the lives of Angela, Carnell, and all five of the Dawson children.

This horrible crime is but one illustration of the dangers faced by honest citizens when they seek to work with law enforcement authorities to improve their neighborhoods and the lives of their families. These murders, however, have steeled the resolve of local communities and Federal authorities to find ways to protect people like the Dawsons from retaliation by drug dealers and other criminals. The national drug czar, John Walters, and other officials and Members of Congress have also stepped forward to find ways to assist State and local authorities in this effort.

In direct response to the tragedy, my friend and colleague, the subcommittee ranking member, Elijah Cummings, introduced H.R. 1599, the Dawson Family Community Protection Act. I strongly support this bill as a cosponsor. It directs at least $1 million in funds for the High Intensity Drug Trafficking Areas [HIDTA] program, to be spent on neighborhood safety measures, including the protection of potential witnesses and the operation of a toll free telephone hotline for use by the public to provide information about illegal drug-related activities. The bill was subsequently added to H.R. 2086, the legislative reauthorization of the Office of National Drug Control Policy, which has been approved by both the subcommittee and the full committee on a bipartisan basis. I expect it will soon be passed on the House floor; hopefully, this week.

The recent announcement of the 25 Cities Initiative by Director Walters is another response to the problem, demonstrating the commitment of the administration to this issue. Additional measures may need to be taken, however, to ensure the protection of people like the Dawsons, not only in Baltimore, but across the country.

We hope at this hearing to have a broad-ranging and open discussion of these issues and potential solutions. We are pleased to be joined by the mayor of Baltimore, Mr. Martin O'Malley, who has taken the time out of his very busy schedule to discuss this problem. We also welcome two representatives of the Federal agencies responsible for fighting the scourge of illegal drugs, Mr. Preston Grubbs, Assistant Special Agent in Charge of the DEA's Baltimore District Office, and Director Thomas Carr of the Baltimore/Washington High Intensity Drug Trafficking area, administered by ONDCP.

It is equally important for us to talk to the State and local law enforcement agencies who do so much to combat drug trafficking on the streets. We are, therefore, pleased to be joined by Director Alan Woods of the Governor's Office of Crime Control and Prevention; Commissioner Kevin P. Clark of the Baltimore City Police Department; Lieutenant Colonel David Czorapinski, chief of the Operations Bureau of the Maryland State Police; and Chief Anthony Romano of the Baltimore Police Department's Organized Crime Bureau.

Finally, we always need to hear from private and faith-based organizations that dedicate themselves to educating young people about the dangers of drug abuses and providing treatment to those burdened by drug addiction. We welcome General Arthur Dean, chairman and CEO of the Community Anti-Drug Coalitions of

America [CADCA], a frequent witness before our subcommittee; the Reverend Dr. Robert Burley, president of the Oliver Community Association and Pastor of New Life Ministry Baptist Church; Dr. Linda Thompson, Coordinator of the Baltimore Community Anti-Drug Coalitions and Acting Chair and Associate Dean of the University of Maryland School of Nursing; and the Reverend Iris Tucker, pastor of the Knox Presbyterian Church. We thank everyone for taking the time to join us today and look forward to your testimony.

I would now like to recognize Mr. Cummings for an opening statement.

[The prepared statement of Hon. Mark E. Souder follows:]

Opening Statement
Chairman Mark Souder

"How Can the Federal Government Assist State and Local Programs to Protect Citizens & Communities Against Drug-Related Violence?"

Subcommittee on Criminal Justice, Drug Policy, and Human Resources
Committee on Government Reform

July 21, 2003

Good morning. It is a real pleasure to be here in Baltimore today, and particularly to be in the district of our distinguished Ranking Member, Mr. Cummings. The subject of our hearing today, however, is a more serious one prompted by a tragic incident – the violence against the Dawson family. We are here today to consider how the federal government can best work with cities and state and local governments to support and protect brave individuals like Angela Dawson who are willing to stand up in their communities against drug dealing and drug violence.

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Mr. CUMMINGS. Thank you very much, Mr. Chairman. I want to thank you very sincerely for convening this tremendously important subcommittee hearing here in Baltimore today. I am glad that Mayor O'Malley and representatives of the Governor's Office, and our Federal, State, and local law enforcement agencies are with us. We also are joined today by a number of private citizens who are fighting the drug issue at the grassroots level, and their participation in today's hearing is equally important.

Mr. Chairman, today's field hearing represents a continuation of our efforts in the House Drug Policy Subcommittee to address the issue of illegal drugs in a constructive and bipartisan manner. While you and I may disagree on many issues, we share the belief that there is no greater issue facing our Nation today than the issue of illegal drugs. Addressing the problem effectively requires a bipartisan commitment from Congress, and I applaud you for your bipartisan leadership in our shared effort to overcome this plague. We also recognize that this is a multidimensional issue that requires a multifaceted response from all levels of government: Federal, State, and local.

In a previous field hearing here in Baltimore, the subcommittee considered the issue of drug treatment; in particular, we examined the effectiveness of drug treatment as a complement to law enforcement efforts to reduce drug abuse, and related crime, and social problems. Today, we directly address the issue of drug-related violence; specifically, how the Federal Government can contribute to efforts to make communities safer from the brutality that accompanies the domestic drug trade.

In the wake of September 11, the country has learned much about the connection between drugs and terrorism. In recent years, the term "narco-terrorism" has been coined to describe the calculated efforts of drug trafficking organizations to intimidate their foes through overt violent acts. Generally, we have seen that term "narco-terrorist" applied to organizations that operate outside of the United States; particularly, in Colombia, South America, while groups warring against the Colombians finance their efforts by producing and distributing most of the heroin and cocaine sold and consumed on the east coast, including in the Baltimore metropolitan area.

Last fall, however, the Nation got a horrific glimpse of narco-terrorism as practiced by American drug gangs when the Dawson family here in Baltimore was murdered by arson in the early morning hours of October 16, 2002. Angela Dawson, the courageous matriarch of the Dawson family, was well known as a community pillar in the Oliver section of east Baltimore. She struggled daily to keep her children away from drugs and to keep the drug trade away from her family's home. Angela Dawson's struggles included complaints to the police about the blatant drug distribution occurring in the immediate vicinity of the Dawson home on East Preston Street. According to the police and press reports, one of the subjects of her complaints, a young drug dealer, allegedly retaliated against these efforts by setting the Dawson home ablaze as the family slept inside. Killed in the fire were Angela Dawson and five of her children. Her husband and father to those children, Carnell Dawson, died just days later of injuries sustained in the fire.

This incomprehensible tragedy sent shockwaves throughout Baltimore City and beyond, and is still sending shockwaves. Just me reading this, it just reminds me, Mr. Mayor, of our time when we sat at the funeral and saw those six—five small caskets, and then Ms. Dawson's, and then a day or two later to see—to go to another funeral of Mr. Dawson, who died subsequently. The event and the heartbreaking funerals that followed drew national and international press attention and exposed to the world the brutality of the drug trade in Baltimore City.

At my request, John Walters, the Director of the White House Office of National Drug Control Policy, took immediate action to send violent drug trafficking organizations in Baltimore City a clear message. The Federal response he offered went beyond the important symbolism of the drug czar's appearance and impassioned remarks at the funeral for the Dawson family. Director Walters provided substance as well by immediately making the public commitment to reallocate $2 million in discretionary funds from the Federal High Intensity Drug Trafficking Areas [HIDTA] program, to support a new Baltimore Targeting Initiative, a plan developed by the Baltimore City Police Department in conjunction with Washington-Baltimore HIDTA Director Tom Carr.

I once again applaud Director Walters for this bipartisan—and I emphasize that—bipartisan initiative designed to crack down on major drug trafficking organizations operating in several of the hardest hit neighborhoods in Baltimore City, as well as supportive efforts to increase police patrols, improve street lighting, install surveillance cameras, and establish a toll-free informant hotline.

I also applaud you, Mr. Chairman, for your decision to join me in assuring that community protection efforts like those supportive of the Baltimore Targeting Initiative receive sustained Federal support.

I also have to recognize the mayor for his efforts, because he was out there from the beginning and said that he would make sure, along with us, that we would not allow the Dawson family to die in vain. And Mr. Mayor, I thank you for all of your efforts.

The Dawson Family Community Protection Act that we have introduced, H.R. 1599, would require the Director of the National Drug Control Policy to direct at least $1 million each year to support HIDTA initiatives designed to increase community safety and encourage community cooperation with law enforcement in areas severely affected by drug violence. Thanks to you, Mr. Chairman, the bill's provisions were included in H.R. 2086, the Office of National Drug Control Policy Reauthorization Act of 2003, which was approved by the full House Government Reform Committee in June and is scheduled for consideration by the entire House later this week.

Individuals and families like the Dawson family who possess the courage to stand up to drug trafficking in their neighborhoods are the very people who keep the social fabric of distressed communities from unraveling. Their continued community-based leadership is essential to the success of local and national efforts against drugs and drug-related violence. The same leadership and commitment to their neighborhoods can make courageous families like the Dawsons reluctant to uproot themselves in exchange for the safety

and anonymity that witness relocation programs can offer when cooperation leads to police investigations. This presents the challenge of protecting them where they now live.

The Dawson tragedy also underscores the fact that while one person or one family acting alone can make a difference, it will require the entire Baltimore City community working together to overcome the drug plague. Every sector of the community must be involved. I have often said, after practicing law for 20 years, that most of the crimes that were solved were solved with the cooperation of the public. Whenever the public feels fear and feels that they may be harmed by cooperating, we are only walking down a road of chaos. This is why I have taken on the challenge of encouraging the development of a broad-based community anti-drug coalition that I hope will establish firm roots and grow with the support of matching funds from the Federal Drug-Free Communities Support Program administered by the drug czar's office.

Today's hearing, finally, offers an opportunity to hear about the very encouraging results that we have achieved to date as a result of the Baltimore Targeting Initiative, as well as the potential for expanding Federal support for the more extensive community protection initiatives as proposed in H.R. 1599. In addition, the hearing will address the importance of communities working together in closer cooperation with law enforcement.

We will hear testimony that supports the important roles that community anti-drug coalitions can play in addressing the problem with drug abuse and related crime in distressed urban communities, such as those neighborhoods that are the focus of the Baltimore Targeting Initiative. As I noted earlier, this is a multidimensional problem that requires a multifaceted and multi-sector solution.

Mr. Chairman, allow me to again thank you for coming to Baltimore for the second time as the chairman of the Drug Policy Subcommittee. Last year, I had the privilege of visiting your district when the subcommittee convened in Fort Wayne, IN. What I learned there will stick with me forever. Hearing Republican judges talk about the devastating impact of drug abuse in suburban and rural Indiana truly brought home the truth that drugs are not just an urban problem. They are a problem that the entire Nation must face squarely and must overcome. Still, as we will hear today, cities like Baltimore face unique and difficult problems because of the concentration and intensity of the violent drug trafficking activity that occurs here.

Each of our witnesses has demonstrated a strong commitment to addressing and solving these compelling threats, and their constant efforts and commitment are as invaluable and greatly appreciated as they are under-recognized. So I thank all of our witnesses for coming, and I sincerely hope that we learn here today—what we learn here today not only helps us succeed in Baltimore City and our region, but also in other regions around the Nation that face similar challenges. I also hope that today's meeting will help to stimulate even greater involvement from the Baltimore City community at large.

I also want to thank President Ramsey who is here at the University of Maryland. Thank you, President Ramsey. We want to

thank the University of Maryland School of Nursing for having us, and I certainly want to take time to thank Dr. Linda Thompson, who is head of our coalition, and to thank Mike Christianson, who is somewhere here, of my staff, for all that he has done.

Finally, let me say this. Mr. Mayor, when we went to those funerals and we made that commitment that the Dawson family would not die in vain, it was a very strong commitment. And this is another effort that we are all making to try to address that, to make sure we kept our promise to not only the Dawson family but to people in communities who are fighting with all their hearts to make a difference. And so we are very excited about this.

And one of the things that I must underscore, Mr. Chairman, is the bipartisan nature of this. We could not have done, pulled all this off, unless Republicans and Democrats came together, supported by the drug czar, by the way, and supported by even the Speaker of our House, who is a Republican. So you know, it is a bipartisan effort, and I think that the more we move toward that bipartisanship, the more we will be able to achieve in this country and the better we will be able to protect our citizens.

[The prepared statement of Hon. Elijah E. Cummings follows:]

United States Congressman
ELIJAH E. CUMMINGS

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How Can the Federal Government Assist State and Local Programs to Better Protect Citizens Against Drug-Related Violence?

Opening Statement of Rep. Elijah E. Cummings of Maryland, Ranking Minority Member
Congressional Field Hearing – Baltimore, Maryland – July 21, 2003
Subcommittee on Criminal Justice, Drug Policy & Human Resources
Committee on Government Reform, U.S. House of Representatives,

Advance Text: For Immediate Release: July 21, 2003

Mr. Chairman, I want to thank you very sincerely for convening this tremendously important Subcommittee hearing in Baltin City today. And I am glad that Mayor O'Malley and representatives of the Governor's office, and our federal, state and local law enforcement agencies can join us.

We also are joined today by a number of private citizens who are fighting the drug issue at the grassroots level, and their participation in today's hearing is equally critical.

Mr. Chairman, today's field hearing represents a continuation of our efforts in the House drug policy subcommittee to address the issue of illegal drugs in a constructive and bipartisan manner.

While you and I may disagree on any number of other things, we share the belief that there is no greater issue facing our nation today than the issue of illegal drugs.

Addressing the problem effectively requires a bipartisan commitment from Congress and I applaud you for your bipart leadership in our shared effort to overcome this plague.

We also recognize that this is a multi-dimensional issue that requires a multi-faceted response from all levels of government: federal, state and local.

In a previous field hearing in Baltimore, the Subcommittee considered the issue of drug treatment; in particular, we examined the effectiveness of drug treatment as a complement to law enforcement efforts to reduce drug abuse and related crime and social problems.

Today, we directly address the issue of drug-related violence: specifically, how the federal government can contribute to efforts to make communities safer from the brutality that accompanies the domestic drug trade.

In the wake of September 11th, the country has learned much about the connection between drugs and terrorism.

In recent years, the term "narco-terrorism" has been coined to describe the calculated efforts of drug trafficking organizations to intimidate their foes through overt violent acts.

Generally, we have seen that term narco-terrorist applied to organizations that operate outside of the United States -- particularly, in Colombia, South America, where groups warring against the Colombian government finance their efforts by producing and distributing most of the heroin and cocaine sold and consumed on the East Coast, including in the Baltimore metropolitan area.

Last fall, however, the nation got a horrific glimpse of narco-terrorism as practiced by American drug gangs, when the Dawson family here in Baltimore was murdered by arson in the early morning hours of October 16, 2002.

Angela Dawson, the courageous matriarch of the Dawson family, was well known as a community pillar in the Oliver section of East Baltimore. She struggled daily to keep her children away from drugs and to keep the drug trade away from her family's home.

Angela Dawson's struggles included complaints to police about the blatant drug distribution activity occurring in the immediate vicinity of the Dawson home on East Preston Street. According to police and press reports, one of the subjects of her complaints – a young drug dealer – allegedly retaliated against these efforts by setting the Dawson home ablaze as the family slept inside.

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[MORE]

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At my request, John Walters, the Director of the White House Office of National Drug Control Policy (ONDCP), took immediate action to send violent drug trafficking organizations in Baltimore City a clear message.

The federal response he offered went beyond the important symbolism of the drug czar's appearance and impassioned remarks at the funeral for the Dawson family.

Director Walters provided substance as well, by immediately making the public commitment to reallocate $2 million in discretionary funds from the federal High Intensity Drug Trafficking Areas (HIDTA) program to support a new Baltimore Targeting Initiative – a plan developed by the Baltimore City Police Department in conjunction with Washington-Baltimore HIDTA Director Tom Carr.

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The Dawson Family Community Protection Act that we have introduced, H.R. 1599, would require the Director of National Drug Control Policy to direct **at least** $1 million each year to support HIDTA initiatives designed to increase community safety and encourage community cooperation with law enforcement in areas severely affected by drug violence.

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Today's hearing offers an opportunity to hear about the very encouraging results that we have achieved to date as a result of the Baltimore Targeting Initiative, as well as the potential for expanding federal support for more extensive community-protection initiatives, as proposed in H.R. 1599.

In addition, the hearing will address the importance of communities' working together in closer cooperation with law enforcement.

We will hear testimony that supports the important roles that community anti-drug coalitions can play in addressing the problem of drug abuse and related crime in distressed urban communities -- such as those neighborhoods that are the focus of the Baltimore Targeting Initiative. As I noted earlier, this is a multi-dimensional problem that requires a multi-faceted, multi-sector solution.

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Hearing Republican judges talk about the devastating impact of drug abuse in suburban and rural Indiana truly brought home the truth that drugs are not just an urban problem. They are a problem that the entire nation must face squarely and overcome.

Still, as we'll hear today, cities like Baltimore face unique and difficult problems because of the concentration and intensity of the violent drug trafficking activity that occurs here.

Each of our witnesses has demonstrated a strong commitment to addressing and solving these compelling threats, and their constant efforts and commitment are as invaluable and greatly appreciated as they are under-recognized. So, I thank all of our witnesses for coming, and I sincerely hope that what we learn here today not only helps us succeed in the Baltimore City region, but also in other regions around the nation that face similar challenges.

I also hope that today's meeting will help to stimulate even greater involvement from the Baltimore City community at large. We are all in this struggle together for the safety of our communities, and it will require all of us working together to prevail.

For additional information, please contact Trudy Perkins or Mike Christianson (410) 685-9199 or (202) 225-9876.

Mr. SOUDER. Thank you. Now I would like to yield to Mr. Ruppersberger, who has also been one of the most active members on our subcommittee and a pleasure to work with.

Mr. RUPPERSBERGER. Well, thank you, Mr. Chairman, for coming to Baltimore. I see so many people here that I used to work with as county executive, Mr. Mayor. We did a lot in the area of drug enforcement, and I was pleased to have Congressman Elijah Cummings as one of the Congressmen representing my area. And you could not have a more tenacious person who cares about people and community, and especially, about this issue of drugs. It is devastating our communities. And what is so important here today is we come together as a team. We have elected officials, our law enforcement, our communities, our churches, all coming together to take care and fight this horrific problem.

Many citizens across America often ask themselves when they find their communities are plagued with drugs and crime, "Am I my brother's keeper?" As government programs target the trafficking networks of major narcotic producers, good citizens from communities across the Nation are finding it increasingly difficult to say, "Yes, I am." The issue is not one of incentive. Too many people from too many localities have seen the devastating impact of drug markets firsthand, and it is an issue of safety for themselves and their families. The programs offering protection to potential witnesses are available with varying degrees of effectiveness in some cities. It is imperative that as soon as possible Congress appropriate additional funds to the Office of National Drug Control Policy for the express purpose of establishing and improving alert citizen protection programs across the Nation.

I am a former prosecutor who specialized in investigations of organized crime, major drug trafficking, contract murder, all those violent crimes, all mostly dealing with drugs. I believe the statistics are at least 85 percent of all violent crime is somehow drug related. And I have also been exposed to many horrific and evil persons, but this brutal attack on the Dawsons was one of the most evil that I have experienced. I attended the Dawson family funeral with the mayor, and Congressman Cummings, and many people in this room, and it left a deep impression upon me, one that will resonate with me always. I followed the story of the Dawson family tragedy since it broke and have been greatly troubled by the malicious events. And I hope that the high profile nature of this case will attract and sustain national attention to the plight of others currently in the Dawson family's position; especially, Mrs. Dawson. It is an injustice that innocent good citizens of the United States must live as captives to criminals in the land of the free.

We ask local law enforcement to handle many responsibilities, including, but certainly not limited to, finding murders, vigilantes, physically assuring the security of our homeland and keeping the general peace. I am sure the panel members today will tell you there is no greater resource to law enforcement in dealing directly with local crime than citizens who come forward to advocate for the welfare of their community. Making it easier for citizens to carry out their civic responsibility is a crucial objective in combating the deadly infestation of drugs in our communities.

I appreciate the time the witnesses have taken to testify here today and look forward to working with my colleagues, Chairman Souder, Congressman Cummings, and in their efforts to create legislation that will protect citizens of every community in the United States of America. In addition, I anticipate future and I know future cooperation with local officials, such as Mayor O'Malley, Commissioner Clark, who I commend for their dedication to making Baltimore a safer place for residents to voice their specific concerns. Thank you, Mr. Chairman.

Mr. SOUDER. This is a fairly busy week on narcotics issues in Washington, because we are starting with this hearing. Tomorrow, we are scheduled to do the Foreign Operations appropriations bill which has money related to trying to control the Colombian heroin and cocaine that comes into Baltimore and elsewhere around the country. On Wednesday, our subcommittee and the Civil Service Subcommittee are holding a hearing on Federal law enforcement officers and what we need to do with pay rates to try to hold them in our different agencies, including in the Homeland Security as well as DEA, ATF, and so on. And then on Thursday, Commerce State Justice appropriations is supposed to come to the House floor, which has the question of how can we get more agents and so on into local communities. So we have a lot in front of us this week on narcotics issues, and we are privileged to be here in Baltimore to launch this aggressive week as we look at how to tackle the narcotics problems.

Before proceeding, I ask unanimous consent that all members have 5 legislative days to submit written statements and questions for the hearing record and that any answers to written questions provided by the witnesses also be included in the record. Without objection, it is so ordered. I also ask unanimous consent that all exhibits, documents, and other materials referred to by Members and the witnesses may be included in the hearing record, that all Members be permitted to revise and extend their remarks. Without objection, it is so ordered.

Our first panel is composed of two representatives of the Federal Government here in Baltimore: Mr. Preston Grubbs, DEA; Director Thomas Carr of the Baltimore-Washington HIDTA. It is our standard practice to ask witnesses to testify under oath, and as well as Mayor O'Malley. I needed to check—Members of Congress, we don't swear in, but we take an oath at the time, in front of the Congress, so I needed to check on other elected officials. But if you will each—we will just do this sitting. If you will raise your right hands?

[Witnesses sworn].

Mr. SOUDER. All right. I didn't have your name. Can you say your name and spell it for the record?

Rev. BURLEY. I am Reverend Doctor Robert C. Burley, Sr., the Oliver Community Association.

Mr. SOUDER. Actually, you are on a different panel.

Rev. BURLEY. OK.

Mr. SOUDER. You can stay there. We are going to take your testimony on the next—actually, it is the third panel with the citizen groups, but I have already sworn you in now. This is a committee where actually that matters. The overall Government Reform Com-

mittee has done the WACO hearings and a lot of the Whitewater, and the China, and a lot of that, and so it is a formality. We have never had any problems in the narcotics area, but thank you for doing that.

And now, we will start with Mayor O'Malley.

STATEMENTS OF MARTIN O'MALLEY, MAYOR, CITY OF BALTIMORE; ACCOMPANIED BY PRESTON L. GRUBBS, ASSISTANT SPECIAL AGENT IN CHARGE, BALTIMORE DISTRICT OFFICE, DRUG ENFORCEMENT ADMINISTRATION; AND THOMAS CARR, DIRECTOR, BALTIMORE/WASHINGTON HIGH INTENSITY DRUG TRAFFICKING AREA

Mr. O'MALLEY. Thank you very much, Mr. Chairman. I understand you represent Fort Wayne, IN. Is that true?

Mr. SOUDER. Yes.

Mr. O'MALLEY. My maternal grandparents are natives of Fort Wayne, IN. I used to go out to Fort Wayne, IN and visit my grandmother there with a whole gaggle of brothers, and sisters, and cousins. It is a pretty part of the country out there. Nice people, too. So I welcome you. I will point out in the interest of full disclosure and having taken the oath, that my maternal grandfather was chairman of the Democratic party in Allen County. But when he died, and he died too young, he did have both the Chair of the Republican party and the Democratic party carrying his casket at the church. So I just want to let you know that this is a bipartisan issue, and I have some Hoosier in my blood. I also have some bipartisanship in my blood.

And clearly, an issue where we all need to come together as Americans is around this issue of narcotics, whether it is meth in Fort Wayne, IN or heroin on the streets of Baltimore, we are all one country. And whether you are in Fort Wayne or whether you are in Baltimore, there is no such thing as a spare American. Each and every one of us is needed. Each and every one of us is valuable. Each and every one of us has something to contribute to the destiny of this country.

I want to thank Congressman Cummings for encouraging you to come here for this hearing, as ranking member. And of course, it is good to see Congressman Ruppersberger, who has also been an advocate for additional dollars to attack this scourge. I wanted to, also, Mr. Chairman, put into perspective for you that what you see going on in the city of Baltimore is not the continued domination of Baltimore by drug dealers, but the liberation of Baltimore. It does not happen as quickly as we would like, but it is happening. And I think it is also important to keep in mind, put in perspective, the carnage that we are coming out of. In the last decade, we lost 6,000 of out citizens, twice the number killed in the attacks on the Pentagon and the World Trade Center—6,000 Americans because of the foreign chemical attacks of cocaine and heroin. If you combine the homicides and the drug overdoses, 6,000 Americans, many of them children.

In October 2002, as we started to come out of this problem, coming together, believing in ourselves again, believing in the power of neighbors joining with their police force, we were shocked once again into a renewed sense of consciousness and a renewed sense

of purpose by hate that was so powerful that it claimed the lives of an entire family in their sleep; a hate that tells our children to use drugs, to sell drugs; a hate that says that our children are expendable if they are being used to sell drugs, or as meals, or as target practice; a hate that in its greatest triumph of racism, arguably, tells young black men and women that killing each other is nothing because they are nothing and because their lives are nothing, that their very beings are nothing.

This was a family whose lives were taken because they were trying to do the right thing. And what shocked all of us, and what scared all of us, and what made all of us so angry is that we know the Dawsons are not an isolated case. We know that in each and every block of this city there are good, decent, hardworking, holy people who are fighting against all odds to make the American dream real for their children, to reclaim their corners from 24/7 drug dealer occupation. In this job, I have had to bury seven police officers, and before each of those funerals, I have to steel myself to looking into the eyes of a widow or young children and vowing to them that their loved one's loss and sacrifice will not be in vain.

In this case, I had to look into a grandmother's eyes and I had to say those words seven times at the same gravesite. I have never been the same since that experience. I don't think I ever will be the same. But so long as there is breath in my body, I am going to do everything I possibly can to make sure that I make good on that promise to Mrs. Golden, that her babies' deaths will not have been in vain. We vowed to stand together at that time, to summon up even more energy than we had already pulled forward, so that none of us could ever be singled out. If we all stand together, none of us can be singled out. We vowed to drive that hate out of our families, out of our homes, out of our neighborhoods. We vowed to build on the substantial progress we have made over these last 3 years. Substantial progress, I might add, that saved the lives of many, many people in Baltimore.

And at that time, the Federal Government stepped up and they have helped us. Nothing that we are doing can be done by itself. These are foreign chemical attacks. This is not something that can be left to local government. it is not something that can be left to State government, and it is nothing that State and local governments should abdicate to Federal Government. It is something we all have to do together. We are under attack as a Nation. They are foreign attacks. It is coming through our ports, it is coming through our borders, and it is attacking our children. So far this year, 21 children in the city of Baltimore, because as we have clamped down on drug dealers and the drug trade, they have gone to the path of least resistance and they are taking our children—21. That is a record so far this year. Virtually, all of them young African-American kids.

Director Walters sent $2 million to help us in the wake of the Dawson tragedy. We have used it in a smart way, we have used it in a strategic way. We have targeted the drug dealers in these foreign attacks where they were claiming the most lives and we have started to repel it. Working strategically through our Police Department and Health Department, we have had the wisdom and foresight to see that we could come together. We need to come to-

gether. So many assets, when they join forces, can make a difference in this fight. Building on that progress, taking a lot of sacrifice, a lot of hard work from the people of our city. It takes every single day people risking their lives—every single day. It took more than doubling the drug treatment funding.

Our State was 48, I think, out of 50; here, one of the wealthiest States in America, where our major city, our one major city, had been dubbed the most indicted city in America for 6 years in a row, and we are about 48 out of 50 States in drug treatment funding. But we came together. We got our State to invest, we went from about $22 million a year to $56 million a year, and now that same DEA says that we are leading the Nation in the rate of reduction of drug-related emergency room admissions, because we are doing more drug treatment, we are doing better and smarter law enforcement. We are actually starting to come out of that decade when so many of our citizens were lost. We still have a long way to go. Just because we have gotten better doesn't mean it is good enough.

We have a long way to go, but we are leading the Nation now in the rate of reduction of drug-related emergency room admissions, recording, Mr. Chairman, a 55 percent—they don't divide it city to county, but they do divide by race. Among African-Americans, a 55 percent reduction in heroin-related emergency room admissions in just 3 years of trying. And our Federal Government has helped us with that. Thank you, Congressman Cummings, for all of your hard work in getting us additional drug treatment dollars at the Federal level as well.

We have also—we continue to drive and manage this progress through drug STAT, which is a performance measurement tool that we use to make sure the most effective drug treatment programs are actually getting the dollars as they expand. We have made some tremendous strides, Mr. Chairman, but when innocent children are killed, when you have an incident—incident seems like too trite a word. When you have a massacre like the Dawson massacre, all those accomplishments ring hollow. When you still have 21 children being killed, and I doubt very seriously as a society if they were White children, that our response would be as slow. But when things like this are still going on in the present day, all of that progress almost sounds hollow. The time is long past for law-abiding citizens, caring people like the Dawsons, to be victims of the criminals. It is time to make the criminals afraid of us and that is what we are doing. Public safety is a foundation of all our progress as a society, but our real progress has to be measured by the achievement of our children, and we need to deliver for them.

We have so many more lives, Mr. Chairman, to save in our city. We have so many more children who need help in order to be saved from the drug dealers so that we can do a better job of mentoring than the drug trade is doing. And Baltimore is a port city, and given our history, our recent history, more than most major cities, it is going to continue to be tested by these foreign chemical attacks, by heroin, and cocaine, and the resulting casualties of addiction and drug violence. This is a scourge so terrible that it has taken more Baltimore lives and property than two world wars and the fire of 1904. Think about that. And yet, we are still only in-

specting 6 percent of the cargo that comes into the port 1 mile from here.

As Baltimore is tested, it is going to be our duty to continue to make tough choices in local government, to continue to make sacrifices. We are going to do everything we can to continue to join with our Federal Government. Our Federal Government, which is now, thanks to the U.S. Attorney's Office, now doing a lot more gun prosecutions, Federal gun prosecutions this year than they were last year. HIDTA, DEA, all of this is working, Mr. Chairman. If I leave you with nothing else, remember this. That just as surely as Baltimore was an example to our Nation in 1814 of what a people could do when they joined forces together to attack one of the most powerful armies and navies to defend America's liberty in that day, so, too, is Baltimore an example, in inspiration, to our Nation today, because we are digging out of the deepest problem where it comes to drugs, drug violence, and drug addiction that any city in America could have, and yet, we are doing it. We are doing it together, we are making progress. And if we continue to make this progress for years to come, all of you will have a proud example of what an American city can become. We cannot allow any block, any house, any neighborhood in these United States of America to become occupied and ruled by the cruel, brutal dictatorship of drug dealing, not a single block, not a single house. We are not about to become the first city to become Mexico City in the continental United States. We are going forward, we are going forward together, and any help that the Federal Government can give us will be help that we return by way of our example. Thank you very much.

Mr. SOUDER. Thank you very much for your strong statement. Mr. Grubbs.

Mr. GRUBBS. Good morning. Chairman Souder, Ranking Member Cummings, and members of the subcommittee, thank you for holding this hearing today. And on behalf of the Drug Enforcement Administration, I would like to express my sincere appreciation for your continued support. The Washington Division is a large multi-State area encompassing urban and rural drug markets. The Division's area of responsibility includes the District of Columbia, as well as the State of Virginia, the State of Maryland, and the State of West Virginia. The Division's urban areas continue to face significant threats posed by heroin and crack cocaine distribution and rural areas are experiencing expanding crack cocaine markets, marijuana cultivation and abuse, and methamphetamine manufacture and abuse.

To complement DEA's Baltimore District Office in combating drug trafficking and abuse in the Baltimore area, DEA participates in three HIDTA task force enforcement groups. I will briefly explain them. The Mass Transportation Initiative concentrates its efforts, its group efforts, in targeting drug transportation and smuggling organizations moving drugs into and through the Baltimore Metropolitan area. The Violent Traffickers Initiative focuses its group efforts in targeting local drug trafficking organizations which employ violence to sustain the viability of their illicit activities. And finally, the Major Drug Traffickers Initiative focuses its group investigative efforts against the larger priority target drug traffick-

ing organizations in the Baltimore Metropolitan area. Also included in this last initiative is a red run group whose main focus is to investigate drug trafficking organizations with a nexus to drug related homicides.

For the past several years, the focus of the Baltimore District Office of the DEA has been to target violent drug trafficking organizations operating in Baltimore in partnership with our State and local counterparts. Unfortunately, the Dawson family tragedy highlights in many ways the problems we face in combating the violent drug trafficking organizations operating in Baltimore. Following the horrible tragedy, I made all investigative resources of the Baltimore DEA Office available to target the perpetrators of this heinous crime, as well as to target drug distribution organizations in the Dawson's neighborhood. The DEA HIDTA Red Rum group has identified an organization in the neighborhood and is making progress toward the goal of dismantling that group.

Following the Dawson tragedy, at the request of Congressman Cummings, ONDCP Director Walters reallocated $2 million in HIDTA funds to the Baltimore Targeting Initiative. $100,000 of these funds were allocated to the Major Drug Traffickers Initiative Enforcement Group to include the Red Rum group. These additional resources were utilized in combating violent drug trafficking groups in the Baltimore area. One wiretap investigation recently concluded by the Major Drug Traffickers Initiative concentrated on an organization operating in both the eastern and western districts of Baltimore City. On November 1, 2002, the court authorized interception of cellular telephones belonging to members of this organization resulted in a Baltimore City Grand Jury indictments being returned against the leader of this drug trafficking group for drug kingpin charges as well as nine other members of the organization also indicted.

In addition, enforcement actions initiated against this group resulted in significant drug, money, and gun seizures. Another example of an investigation currently being conducted by the Major Drug Traffickers Initiative is actually ongoing, as I testify before you today. The investigation started in March of this year and targets a large scale heroin trafficking organization operating in the Baltimore Targeting Initiative area. We have made several purchases of heroin from this organization. These purchases have been accomplished utilizing the fundings made available from the Baltimore Targeting Initiative. Additional investigative efforts are underway to identify the command and control elements of this organization which will enable us to target the source of supply.

In conclusion, DEA is a single mission agency and will continue to target and dismantle the criminal organizations that produce, transport, and distribute drugs in Baltimore and throughout the United States. Again, I would like to thank the subcommittee for the opportunity to testify today and I would be happy to answer any questions at the appropriate time.

Mr. SOUDER. Thank you. Mr. Carr.

[The prepared statement of Mr. Gubbs follows:]

Statement of
Preston L. Grubbs
Assistant Special Agent in Charge
Baltimore District Office
Drug Enforcement Administration
before the
House Government Reform Subcommittee on
Criminal Justice, Drug Policy and Human Resources

July 21, 2003

Chairman Souder, Ranking Member Cummings and distinguished members of the subcommittee, it is a pleasure to appear before you today to discuss the Baltimore/Washington High Intensity Drug Trafficking Area's (HIDTA) initiative entitled The Baltimore Initiative. My name is Preston Grubbs, and I am the Assistant Special Agent in Charge for the Baltimore District Office of the Drug Enforcement Administration (DEA). On behalf of Acting Administrator William B. Simpkins, Washington Division Special Agent in Charge R.C. Gamble, and the men and women of DEA, I want to thank this Subcommittee for its unwavering support.

DEA is an investigative law enforcement agency whose primary duty is to disrupt and dismantle drug trafficking organizations. As a single mission agency, DEA is the world's leading drug law enforcement agency. In addition to 21 domestic field division offices in the United States, DEA maintains over 600 personnel in 58 countries in support of enforcement and intelligence initiatives.

Overview of the Washington Division/Baltimore District Office

The Washington Division is a large, multi-state area encompassing urban and rural drug markets. The Division includes the Baltimore District Office. The Division's area of responsibility includes the District of Columbia, as well as Virginia, West Virginia, and Maryland. While the Division's urban areas continue to face the threats posed by crack cocaine and heroin distribution, rural areas are experiencing expanding crack cocaine markets, marijuana cultivation and abuse, and methamphetamine manufacture and abuse. The Division is also seeing the production and abuse of synthetic drugs, particularly GHB, Ecstasy, and Oxycontin increase exponentially.

The Division's illegal drug trade is shaped by several factors including its proximity to New York City, the most significant wholesale level drug distribution center in the northeastern United States. Wholesale level traffickers based in New York supply the majority of the cocaine and heroin available within the Division. Also important is the Division's strategic location on the I-95 corridor between New York City and Miami, both of which are key wholesale drug distribution centers, and major drug importation hubs. The Southwest border also serves as an important source of supply.

High Intensity Drug Trafficking Area (HIDTA)

The HIDTA program is a national strategy providing federal assistance in coordinating law enforcement efforts of local, state and federal entities in areas where major drug production, manufacturing, importation, or distribution flourish. Linking all of these resources enhances the investigative results of participating law enforcement agencies.

Let me begin by addressing the HIDTA program in Baltimore. The DEA views the HIDTA program as an integral partner in our mission to disrupt and dismantle major drug trafficking organizations. By leveraging the resources, manpower and equipment of numerous law enforcement entities we can --and have -- achieved tremendous success. We see the benefit at the local level, but it can go much further than that. The purpose of the program is to provide much needed funds and assistance to law enforcement entities within designated areas of the nation to improve the effectiveness of all law enforcement.

Baltimore District Office/HIDTA Task Force Groups

Here in Baltimore, the DEA participates in three HIDTA Task Force Enforcement Groups. The Mass Transportation Initiative concentrates its group efforts in targeting drug transportation and smuggling organizations moving drugs into and through the Baltimore Metropolitan area. This is accomplished mainly via interdiction efforts at the airport, train and bus stations, and the interstates. The Violent Traffickers Initiative focuses its group efforts in targeting local drug trafficking organizations which employ violence to sustain the viability of their illicit activities. The Major Drug Traffickers Initiative focuses its group investigative efforts against the larger priority target drug trafficking organizations in the Baltimore Metropolitan area. Also included in this last initiative is a REDRUM group, whose main focus is to investigate drug trafficking organizations with a nexus to drug related homicides. Collectively, these Baltimore area HIDTA Initiatives include detectives and investigators from the Baltimore Police Department, the Baltimore County Police Department, the Anne Arundel County Police Department, the Annapolis Police Department, the Maryland Transportation Authority Police and the Maryland State Police.

In addition to these three HIDTA groups, the DEA Baltimore office has two additional enforcement groups. The Major Traffickers Group is comprised of DEA Special Agents who focus investigative efforts on the largest wholesale drug trafficking organizations in the Baltimore Region with emphasis on links to other organizations throughout the country. The goal of this group is to identify and dismantle the organizations responsible for supplying wholesale amounts of drugs into Maryland and the Baltimore region. The Heroin Task Force Group, which includes DEA Special Agents and Baltimore Police Department detectives, is tasked with targeting heroin trafficking organizations in Baltimore.

The Baltimore Targeting Initiative

For the past several years, the focus of the Baltimore District Office of the DEA has been to target violent drug trafficking organizations operating in Baltimore, in partnership with our state and local counterparts, thereby positively contributing to the quality of life of the citizens we serve. I firmly believe that as members of this community, the Baltimore DEA office has a huge stake in curbing the violence and drug trafficking in our communities. Unfortunately, the Dawson Family tragedy highlights in many ways the problems we face in combating the drug trafficking organizations operating in Baltimore and the violence associated with them. Following that horrible tragedy, I made all investigative resources of the Baltimore DEA office available to target the perpetrators of this heinous crime as well as to target the drug distribution organizations in the Dawson's neighborhood. I can assure you that our HIDTA REDRUM group has identified an organization in the neighborhood and is making progress toward the goal of dismantling that group.

Following the Dawson tragedy, at the request of the Honorable Congressman Elijah Cummings, the White House Office of National Drug Control Policy (ONDCP) Director John Walters reallocated two million dollars in HIDTA funds to the Baltimore Targeting Initiative in order to focus investigative efforts against the violent drug trafficking organizations in Baltimore. One hundred thousand dollars of these funds were allocated to supplement the 2003 budget of our HIDTA Major Drug Traffickers Initiative enforcement groups to include the REDRUM group. I would like to provide the Subcommittee with some details regarding how these additional resources were utilized in combating drug trafficking in the Baltimore area.

Historically, the Major Drug Traffickers Initiative (MDTI) has always targeted drug trafficking organizations via the use of wiretaps. MDTI continues to conduct the majority of its investigations in this manner and with great success. This method of investigation has proven to be quite effective in dismantling drug trafficking organizations; however, it comes at a significant cost. Each telephone line intercepted costs approximately $2,500 per month. These investigations normally involve the intercept of numerous telephone lines over the course of several months, and therefore the overall cost of these investigations mount quickly. Of the one hundred thousand dollars allocated to MDTI for 2003, the group has spent approximately seventy thousand thus far on these types of investigations in the Baltimore Targeting Initiative area.

One such wiretap investigation recently concluded by MDTI concentrated on an organization operating in both the Eastern and Western Districts of Baltimore City, areas designated in HIDTA's Baltimore Targeting Initiative. The investigation actually started in September 2002, after several search warrants were executed in the area of the 700-800 blocks of Rose Street and Milton Avenue, resulting in the debriefing of a street level lieutenant working for the leader of a drug trafficking organization (DTO). Information showed that this organization was responsible for distributing kilogram quantities of

cocaine packaged in vials and marijuana in the areas of Rose Street and Milton Avenue between Madison and Monument Streets.

On November 1, 2002, MDTI started a court-authorized interception of cellular telephones belonging to the members of this organization. During the investigation, it was determined that this organization controlled street shops in the Eastern District and that a street lieutenant was controlling the day to day operation of this street drug distribution network.

Early surveillance revealed houses being utilized by street runners. These locations were targets of search and seizure warrants on East Madison Street and East Federal Street which yielded small amounts of cocaine packaged in vials and arrests of street level distributors.

On December 10, 2002, additional investigative action including surveillances and intercepted conversations led to the issuance of a search warrant at Pentland Avenue and the arrest of an organization member. This warrant yielded several hundred Ziploc bags of marijuana and a .45 caliber semi-automatic handgun. On January 17, 2003, intercepted conversations led to the arrest of a fugitive from New York and the seizure of over 150 grams of cocaine. Investigators subsequently learned that this fugitive was wanted in New York on an outstanding warrant for attempted murder.

This investigation determined that the leader of this DTO was receiving cocaine from several sources, each with a history of drug distribution and weapons violations. A total of five cellular telephones were intercepted during the course of the investigation. At the conclusion of the wiretaps, Baltimore City Grand Jury indictments were returned against the DTO leader for Drug Kingpin charges, as well as, nine members of the organization, each indicted on conspiracy charges relating to the telephone interceptions. Thirteen search and seizure warrants were executed on March 4th, 5th, and 6th, 2003, resulting in the seizure of over 500 grams of powder cocaine, over 300 vials of packaged cocaine, approximately $50,000 currency, five semi-automatic weapons, over 100,000 empty vials, vial tops, Ziploc bags, Quinine, Manitol and other cutting materials. To date ten individuals have been arrested in this investigation and the organization has been successfully dismantled.

Another example of an investigation currently being conducted by MDTI is actually ongoing as I testify before you today. This investigation started in March of this year and targets a large scale heroin trafficking organization operating in the Baltimore Targeting Initiative area. The MDTI group has been able to make several purchases of heroin from the organization. These purchases have been accomplished utilizing funding from the Baltimore Targeting Initiative. With the average price of heroin selling for one hundred dollars per gram on the streets of Baltimore, you can easily see that these purchases are of no small sum. Additional investigative efforts are underway to identify command and control elements of the organization, which will enable us to target sources of supply.

As I previously stated, the MDTI has thus far spent approximately seventy thousand dollars of the one hundred thousand allocated. Approximately sixty thousand dollars has been spent on the costs associated with the interception of telephones and approximately ten thousand dollars has been spent on the purchases of drug evidence. I fully anticipate that the remaining funds will be spent in a similar fashion. In total, the additional ONDCP funding has facilitated MDTI in targeting, dismantling, and/or working to dismantle four separate drug trafficking organizations in the Baltimore Targeting Initiative.

Analysis of the Baltimore Heroin Market

And finally, in furtherance of our heroin enforcement objectives, DEA, the National Drug Intelligence Center, HIDTA, and the Baltimore Police Department are in the initial stages of preparing a strategic study of the heroin situation in the city. The purpose of the study is to grasp a clearer understanding of the heroin market in Baltimore and to attempt to identify vulnerabilities so that heroin trafficking can be more effectively attacked. The study will also attempt to identify how the Baltimore heroin market is influenced by other cities. The proposed outline for the study includes heroin abuse and health related problems, transportation and distribution; to include a clear description of how an organization operates, and clearly describe street level or retail markets. It is my hope that the report will be a model to enhance cooperative efforts and allow law enforcement to be more proactive in Baltimore and the East Coast region. The report will be useful for all law enforcement agencies engaged in the investigation of heroin traffickers.

Conclusion

The DEA believes the HIDTA program is a critical component in the Administration's drug enforcement efforts. Maintaining the focus on the HIDTA mission and emphasizing the most significant targets will go a long way in not only achieving the disruption and dismantling of national and international organizations, but also in keeping drugs off of local streets. DEA stands ready to take on any challenge and lead in America's fight to reduce drug trafficking and abuse.

Again, I would like to thank the Subcommittee for the opportunity to testify today, and I would be happy to answer any questions at the appropriate time.

Mr. CARR. Chairman Souder, Congressman Cummings, and Congressman Ruppersberger, it is a pleasure for me to be here today and have this opportunity to report on the progress that we have made thus far with the Baltimore Targeting Initiative. I have submitted a written copy of my testimony, so what I would like to do is, basically, summarize and highlight some of the accomplishments that have been achieved thus far.

As was pointed out, just hours after the tragedy with the Dawson family, Congressman Cummings went to the drug czar, Director Walters, and was able to secure up to an addition $2 million to help fund what has now become known as the Baltimore Targeting Initiative. Acting under Director Walters' direction, I met with the commissioner of the Baltimore Police Department and with Mr. Grubbs from the Drug Enforcement Administration, and we put together, I think, what has been a very well executed initiative that is intelligence driven; that is, it is based on data. And it was designed to bring about very quick and sustained enforcement results in targeted areas.

Working with the Baltimore Police Department, we identified using data 11 different areas that were found to have significant drug crime. Of those 11 areas—well, first, let me say, we looked at drug calls, we looked at homicides, shootings. We looked at drug arrests in order to make those determinations. The next chart, please. Based upon that, we picked the three worst areas using that data as the areas we would work in to bring about significant reductions in the violence and drug trafficking. Basically, it is following the philosophy, go fishing where the fish are. We focused on the place where these organizations are carrying out their violence, they are carrying out their drug trafficking, and that is where we determined we would put the brunt of our $2 million in our efforts, both in street level and Major Drug Trafficking organization focus to bring about significant reductions in crime.

As Mr. Grubbs mentioned, the DEA elements were offered up $100,000, of which they have used roughly $70,000 of that money thus far to do major wiretap investigations. They have taken off one significant organization. They have another organization that has been designated a consolidated priority organization target [CPOT] list, and CPOT designation means that they are to merit the utmost attention of Federal law enforcement agencies and that they have international connections. So we look forward to a positive resolution of that.

In addition, HIDTA funds were used to improve communication among the police departments and internal to the Baltimore Police Department. We established—or I should say, purchased and installed computers. We are working on purchasing street lights. We have provided a case management system called Case Explorer that allows the Baltimore Police Department, the Drug Enforcement Administration, HIDTA initiatives, and other agencies operating in the area to share information and intelligence about drug dealers, drug organizations and their membership that are operating here. We also provided some additional funding to tie in 28 unique data bases that were in Baltimore Police Department, to tie it into their report managing system, and again, to tie it in through HIDTA so that all could share in this information. This way we im-

prove communications and reduce the unnecessary expenditure of funds and the unnecessary duplication of efforts to bring about the accomplishments that we brought about.

I am pleased to report that—next chart, please—based upon our efforts thus far, using intelligence driven data in these three areas, that we have brought about significant reductions in serious crime that has affected the well being of these three communities. As you noticed, we did a comparison 6 months prior to the initial start and then also 1 year prior to the initiative, and you can see that there are reductions in murders, and shootings, and robberies, and aggravated assaults in all three given areas. Where we see increases, primarily, are increases in police activity; that is, the service of search warrants, the seizures of guns, and to some degree, it shows more cooperation between the police and the community.

Now, having said that, and seeing that we are making significant progress in these three areas, there are two things I want to point out that I think are concerns that we all need to be watching. The first is a fairly simple one, and that is this idea of displacement. We are concerned about are we driving crime from these hotspot areas into other areas, and we are working with Commissioner Clark and the members of the Baltimore Police Department to gather data about this and will be able to report back to you on that.

And the final thing I want to raise an issue with is the fact that law enforcement can't do this by itself. The law enforcement can create a safe environment here for a while, but we need community support, and I know Congressman Cummings has been working with the Demand Reduction Office of the Office of National Drug Control Policy and Dr. Thompson here, and hopefully, we can help get the communities more and more involved so that we can sustain these efforts. And with that, I will conclude. Thank you very much.

[The prepared statement of Mr. Carr follows:]

COMMITTEE ON GOVERNMENT REFORM

SUBCOMMITTEE ON CRIMINAL JUSTICE, DRUG POLICY, AND HUMAN RESOURCES

"How can the Federal Government Assist State and Local Programs to Protect Citizens and Communities Against Drug-Related Violence?"

TESTIMONY

MR. THOMAS H. CARR

DIRECTOR

WASHINGTON/BALTIMORE

HIGH INTENSITY DRUG TRAFFICKING AREA PROGRAM

Progress Report on the Washington/Baltimore HIDTA Baltimore Targeting Initiative

In response to the Dawson family tragedy that took place in October 2002, the Office of National Drug Control Policy (ONDCP) took immediate steps to help restore public safety and the public trust in the City of Baltimore. As you know, Mrs. Dawson was a community activist who stood her ground against the flagrant drug dealing in her neighborhood. Her activism drew the ire of the local drug dealers and eventually led not only to her murder, but also the murders of Mr. Dawson and their four children.

At the request of Congressman Elijah Cummings, ONDCP directed the Washington/Baltimore HIDTA to work with the Baltimore Police Department and the Drug Enforcement Administration in developing an initiative designed to significantly and quickly reduce the drug dealing and its attendant violence occurring in Baltimore. ONDCP authorized up to $2 million to fund this effort.

In November 2002 the Washington/Baltimore HIDTA submitted its proposal and received approval to proceed with the implementation of the Baltimore Targeting Initiative. Operations commenced December 1, 2002. Based upon a thorough analysis of the crime data, the Washington/Baltimore HIDTA and the Baltimore Police Department identified three geographic areas in the city for enhanced street-level enforcement. We

targeted these three areas because of their pervasive levels of violence and drug activity. The following information details the results of the enforcement efforts brought about through the additional funding from ONDCP. See Figures 1 and 2.

As illustrated, the Baltimore Targeting Initiative has produced dramatic reductions in serious crime in all three target areas. Clearly, the implications of this data are that targeted and sustained enforcement efforts against street-level drug dealing can have a far reaching impact on other serious crimes. There is little doubt, based on this data, that drug trafficking and drug use are linked to robberies, prostitution, burglaries and other serious felonies and misdemeanors that erode the quality of life in Baltimore.

The Baltimore Targeting Initiative also provided resources to support other HIDTA initiative efforts in Baltimore. HIDTA's Major Drug Traffickers Initiative received an additional $100,000 to target several major drug trafficking organizations serving as the drug source for the street level traffickers. Funds have been used to purchase evidence and information on four drug trafficking organizations and to cover expenses associated with court ordered electronic eavesdropping.

The Major Drug Traffickers Initiative presented evidence gathered in a Title III investigation to a state grand jury on February 26. This investigation focused on the Peppers drug trafficking organization that operated in and about the Eastern District (target area 3). The grand jury indicted 27 members of the Peppers organization. Twelve search warrants were executed in connection with this probe. DEA reports that this organization was a principle supplier of cocaine and marijuana in the target area.

In a separate investigation, Major Drug Traffickers Initiative investigators have been purchasing heroin from another drug trafficking organization that DEA characterizes as "a significant heroin supplier" to the city. They have identified the New York suppliers and are using all possible investigative techniques to dismantle the organization. This organization distributes high-grade heroin to street-level dealers operating in target areas 1 and 2.

Two additional major investigations are underway in the target areas; one of these investigations has qualified for additional funding as a Consolidated Priority Organization Target or CPOT. CPOT targets are considered to be international organizations meriting the utmost attention of Federal law enforcement agencies.

Of the $2 million committed to the Baltimore Targeting Initiative, the Major Drug Traffickers Initiative has expended $70,500 and the Baltimore Police Department has encumbered $888, 200. HIDTA purchased and installed 14 computers, a number of scanners and printers as well as software for use in the Baltimore Police Department's Bureau of Organized Crime. Investigators are now using HIDTA's case management system, Case Explorer, to gather information and transmit it to the HIDTA Watch Center, where it can be shared on a nationwide basis with other law enforcement agencies. Further, HIDTA funding has been used to consolidate the 28 unique drug databases used in the police department and link them with the department's report management system.

This helped to eliminate duplicative efforts and promote communication among the various drug enforcement components in the department as well as between HIDTA initiatives and the other law enforcement agencies working in and about the city.

In conclusion, I am pleased to report that this coordinated, intelligence-driven initiative has produced a noteworthy reduction in serious crime. Historically, law enforcement has all too often not relied on sound data and reliable intelligence as a foundation for its efforts. This initiative has met with success because of the hard work and dedication of the men and women of the Baltimore Police Department and the Drug Enforcement Administration, and because it was smartly devised and professionally executed. The coordination and planning that went into its development and implementation are nothing less than an exemplary use of data and intelligence.

Nevertheless, there are two serious concerns that need to be addressed. The first concern is with the ability of the three targeted communities to sustain the gains that have been made. Without sustained community support and involvement, there is no question that the criminal elements will quickly reclaim these communities. Congressman Cummings has held several meetings to address this concern and, with the support of ONDCP's Office of Demand Reduction, we are hopeful that his efforts will be fruitful.

Secondly, we have to be mindful of the displacement factor. While we have made considerable headway in reducing serious crime in these three areas, we may have just pushed the crime and the criminals into nearby areas. If this is so, then no real gains have been made. We are tracking crime displacement data and will be able to report our findings to you in the next few months.

Thank you for the opportunity to provide the Committee with a progress report on the Baltimore Targeting Initiative. All of us involved in the Initiative are very optimistic as a result of the impact achieved though the initiative thus far.

Mr. SOUDER. A few questions I would like to just sort through, and let me start with a couple of general questions first. You talked about the decline and the mayor talked about the recent decline in the sense of the last 3 years. Had there been an increase in the years immediately prior?

Mr. CARR. There had been an increase in certain crimes. Other crimes had been decreasing but the number that we had been following with the greatest interest was the homicide figure, and up until I think it was 2000, that had always been above the 300 level. In 2000, it came down. I believe it was 2000, it dropped down significantly, and that was the biggest decrease in the homicide numbers in Baltimore in 10 years.

Mr. SOUDER. Did the drug level—had the drug crime seen a fairly steady number that also—in other words, inside the homicides, did the drug-related homicides go down? Admittedly, that is the majority. Did major arrests go down? Those figures can be misleading, because sometimes when your figures go down, it means you are not doing as good a job of finding and arresting, but I am trying to get a handle. I am not one who believes like some do that the inability to move the statistics down is a sign of necessarily of discouragement, because quite frankly, in child abuse and spouse abuse, we never get rid of them either. You have new people exposed, you have new challenges, and different things. I am just trying to get a handle on the relative problem in Baltimore.

Mr. CARR. I could speak to some numbers off the top of my head. As I mentioned, one of the big numbers we are looking at is the number of murders here, and that has decreased, and I am fairly confident in saying that decreased because of the enhanced enforcement efforts. There were a number of people roaming the streets here that had open warrants on them that heretofore, they weren't being paid attention to. So there has been efforts to focus on those particular clientele. As far as the drug trafficking numbers themselves, internal to that are concerned, we do not have good data on that. The best data that we have indicates that it is somewhere in the figure between 80 and 85 percent, I think, of those homicides, violent homicides, that are drug related. We are working internally with ONDCP and with other members of the government to come up with better data to measure the effects of drugs on society so we can make a—so we can establish, I should say—performance measures of effectiveness.

Mr. SOUDER. Mr. Grubbs, the mayor made a reference to the court and the number of inspections which, by the way, is a lot higher than the national percent. Do many of the narcotics seem to be coming in through the port, or some in through the port, or what is the distribution here?

Mr. GRUBBS. The port is actually run by the U.S. Customs Service, and they have a unit in the HIDTA umbrella, also. I can tell you that since September 11th, and that tragedy, the airports have seen a significant reduction in the amount of both drugs and money that are being carried, body carried, through them, due to the increased security procedures. This has pushed the traffickers back to the 1995 corridor, where we have seen an increase in the number of people arrested in interdiction stops, taking drugs, mainly, primarily, to New York for distribution. And then the flow

of the money back south on the highways. I could not speak accurately and give you any kind of clear information about the ports.

Mr. SOUDER. Mr. Carr, do you know anything—I mean, ports are always vulnerable for homeland security purposes. That is their charge. I am wondering whether the narcotics the Colombians are moving at all through the ports, or the Asian or Afghan.

Mr. CARR. Yes. Roughly, a year-and-a-half ago, we established an initiate that focuses on the Port of Baltimore. Since that initiative was established, we have come up with some significant seizures of drugs coming off the ships. We know that Customs has stepped up its efforts to inspect cargo on the vessels. But as you pointed out, that number, I think the mayor said 7 percent—6 percent. That is a significant number because even when you know what specific container the drugs are in, it can sometimes take days to unload the ship, and then sometimes you have to cut through the container doors, and in the walls we find the drugs. I can tell you, as Mr. Grubbs alluded to, that with the—following September 11, the drug traffickers did shift their methods of operation, methods of transportation. Interstate 95 offers free commerce for them and a way to ship their drugs. Following that, they also do like many of us do. They use the U.S. mail and private mail in order to ship drugs across the country, followed by the ports and the airports.

Mr. SOUDER. In a third area we were discussing earlier, Mr. Grubbs, and Mr. Carr, and I, that it seems—and I would like you to elaborate on that and then address this question with it. It seems that in this area you are dealing not with major organizations but with little sub-splits and street dealers who go pick it up. This is increasingly happening in the United States, and in broad political terms, it feels a lot like Iraq, that instead of the major frontal wars that we used to have with the Medellin and Callaway cartels, and some of the big networks, that now we are dealing with kind of bits and pieces. How do you respond to that and are you adapting your strategies in DEA and the HIDTA task forces to deal with the fact that—and what legal changes do we need? How does the city respond to, in a sense, a proliferation where we can't find—the theory was don't be so hard on the user, go to the next person, turn to the next person and the next person. But what about if your main distribution network, much like we are seeing in meth around the country, that these meth labs provide three other people, and there is no network to exactly break.

Mr. CARR. Do you want me to go first? We have known for sometime that the Baltimore Metropolitan area has—well, let me put it this way. We described it as a cottage industry. You are right, there aren't one, or two, or three organizations that control the area with an iron fist. Instead, anyone can get on a train, or a bus, or in the car, drive to New York, which is a major source city, buy drugs, bring it back, and set up their own little mom and pop shop selling drugs. Insofar as street level enforcement, what that cottage industry brings by the fact that these young people can go to New York, bring these drugs back and sell them is it brings intense levels of competition, turf wars that are taking place on our street corners. And these conflicts often involve the rivals shooting rivals in order to gain an edge on the market.

This has brought about a proliferation of smaller drug trafficking organizations. But don't think for 1 minute there are not large organizations here. Don't think for 1 minute that the Dominicans, who control much of the heroin trade coming down into Baltimore, aren't here, because they are, and they have an influence. It all ties together. I know, all too often, especially with the predecessors at ONDCP, there was always more focus on the major drug trafficking organizations and that street level enforcement should be left to State and local police. Well, I have never known a major drug case to be made without having done some street level enforcement. It is the information flow that is needed, and it has to be a targeted effort.

And instead of being—in law enforcement, we have too often in the past informant driven. We need, as indicated by these charts and how it works, we need to be intelligence driven. We need to focus on the place crimes are taking place and mount a strategy to attack that place, and we reclaim those lands.

Mr. GRUBBS. What we are doing at the Baltimore District Office and throughout DEA right now is concentrating on strategic intelligence, where in the past, whenever we were gathering our intelligence, we were looking at investigative intelligence and trying to determine how to further a case. What we are doing now and how we are changing and trying to combat the trafficking patterns that exist in the city, are to learn more about how the heroin market is constructed here, where do people go. What are the factors that affect where people go to get their heroine. And by understanding the market and understanding and attempting to constantly get current strategic intelligence that tells us about the overall market, we will be better able to focus our enforcement efforts. And as Mr. Carr says, we are no longer an agency that goes after the target of opportunity. We are an agency that has developed into an intelligence driven enforcement agency, and through strategic intelligence, we build our data base to let us make better decisions about how next week to send our agents and task force officers out onto the streets.

Mr. SOUDER. Can you hear in the back? Are these mics on? I yield to Mr. Ruppersberger.

Mr. RUPPERSBERGER. Sure. The first thing, Mr. Carr and Mr. Grubbs, this stand, street crime versus the international drug ring so to speak, what do we know about the links between the street dealers and major known drug trafficking organizations that prey on Baltimore? Describe the heroin or cocaine supply chain in relationship between the little players and the big players and what our target is as it relates to both.

Mr. GRUBBS. Sir, what we are seeing in Baltimore is sort of the guy on the street who has $20,000 at any particular moment, and he gets in his car, and he drives up to New York, and he is lucky enough to give that $20,000 to a trafficker up there and receive heroin. The heroin then comes back down into the city and is distributed to any number of lieutenants that work for that gentleman and can sift down to street level distribution. The problem is that there are a lot of entrepreneurs, if you will, who can get $20,000 or have made significant profits, and make that trip up to New

York or to Philadelphia, and bring heroin and cocaine back down here.

Mr. RUPPERSBERGER. But don't we have turf problems here, too, with respect to the different sides of Baltimore, and isn't it difficult for an entrepreneur, a small group, to come in and infiltrate?

Mr. GRUBBS. Absolutely, it is. But what happens is that someone within that organization, or someone who has been lucky enough, a lieutenant who has been lucky enough to save his dollars and cents can make that trip up to New York, and he can come back and often times go into that same area or the same turf whenever his boss or the person that he was working for at some recent past runs out of product. So because of the nature of the beast and the fact that people need heroin once or twice a day to sustain their habits, there is a constant re-upping shortages, re-upping, and it plays over, and over, and over.

Mr. RUPPERSBERGER. Let me ask you something about resources. Mr. Mayor, you might want to answer this, too. In prior testimony before this committee in the last month, there has been information that because of our war against terrorism, which we have to face and we have to target on, and especially, in the Baltimore area, where you have the port, you have BWI airport, you have a lot of key areas that are close to the capitol. But the concern that I have, and I would like to hear from all three of you on this, that we are taking a lot of resources away from drug enforcement, drug interdiction, and we are putting it into the area of terrorism, which we have to do. The issue that I see is that we need more resources for both. And it is a matter of priorities, basically, where you put your money. We have to deal with the issue of terrorism, but if we let the resources leave where they are with respect to drug interdiction, drug interdiction and the drug problem is a lot more serious problem and affects many more Americans in this country than the terrorism issue.

Mr. SOUDER. Could I add an elaboration to your question?

Mr. RUPPERSBERGER. Sure thing, Mr. Chairman.

Mr. SOUDER. It will be helpful to get specifics. Have you seen FBI agents moved off of narcotics in the city of Baltimore? Have you seen Customs agents in their investigations bureau not be able to followup on drug crime as much? Have you seen ATF people moved away from narcotics investigations? Have you had with the limited police force in the city, had to move police force over to Homeland Security concerns, and they would have been on narcotics?

Mr. RUPPERSBERGER. And Mr. Chairman, don't forget DEA agents, also. It is a softball, Mr. Mayor.

Mr. O'MALLEY. It is a softball. And do you know what, the person who is in a better position to answer that down to a nuts and bolts level, and I will give him my time maybe when he comes up on the second panel rather than belabor it. I can tell you from our own standpoint, we have had to shift some police resources. We have had to create an intelligence unit of about 30 police officers where we used to have 8 that do a lot of things of a homeland security nature. And I think what is important is you all look at the Federal level at deploying resources, is not to divide between, you know, your Bin Laden variety of terrorism and the foreign attacks

of cocaine and heroin. I think our country has been under attack for a long time, but it wasn't until a lot of people, you know, sitting down to their coffee and their place of work and those horrific attacks happened all at once that we got shocked into this consciousness. But I would encourage you at the Federal level to consider the foreign attacks of cocaine, chemical attacks of cocaine and heroin, along with those other things when you do your threat assessment. That is what we do. But I do know Commissioner Clark is chomping at the bit to share with you what he has seen.

Mr. RUPPERSBERGER. Is that your phrase—foreign chemical attack?

Mr. O'MALLEY. Foreign chemical attacks of cocaine and heroin. It is coming in here.

Mr. RUPPERSBERGER. How about you, Mr. Grubbs? I guess you can talk, specifically, about DEA?

Mr. GRUBBS. The Drug Enforcement Administration, immediately after September 11, provided a substantial portion of the work force for the sky marshal duties. They have all returned. We have all the DEA agents that are assigned and are supposed to be assigned to the Baltimore District Office working at the Baltimore District Office. Certainly, from a resource standpoint, we could always use more. But we understand that we have to work within certain means and we are trying to work smarter, as I said, through an investigative intelligence standpoint and making our investigations intelligence driven to get every last dollar we can from the generous budget that we get.

Mr. SOUDER. Did you get any FBI cases switched over to you? They have been, basically, having to move more over. Their assignment from the President, directly, was to move more to other forms of Homeland Security, and I wondered what happened to those cases. Did they get assigned to DEA or what has happened?

Mr. GRUBBS. Two cases that the FBI was working, and one of them was jointly with the DEA here in Baltimore, have been given to us to finish up, yes, sir.

Mr. CARR. In the HIDTA environment, we have not seen any diminution of Federal resources from the FBI, or Customs, ATF. They all have significant portions, or sizable commitments, I should say, involving different HIDTA initiatives. We have in HIDTA been working on traditional terrorist cases and narco-terrorist cases prior to and since September 11. One of the bigger concerns that we have been working on is this concept of identity theft. And that involved with the use of telephone calling cards is one of the ways that I believe the terrorists involved in the World Trade Center communicated with each other and were able to carry out some of their secretive missions.

Mr. RUPPERSBERGER. Thank you, sir. Thank you, Mr. Chairman.

Mr. O'MALLEY. May I add one thing to that, though, Mr. Chairman? And that is that the dollars that we are spending securing the airlines and the dollars we should be spending securing the ports, are all dollars that are part of the same fight. I mean, if you tighten up the security of the stuff coming into the port, you will keep out the dirty bomb and you will also keep out the cocaine and the heroin. So there really is a tremendous potential for double bang for the buck. I know lots of people say, oh, we can't defend

every square inch of American soil, but when you know where most of it is coming through, and there are moneys you can spend, they would be moneys well spent. And if it took September 11 to shock us out of that lethargy, maybe that is the best tribute we can give to those Americans who died, is to tighten up the borders and actually start defending our country.

Mr. SOUDER. There should be a synergy, but I am also on the Homeland Security Committee, and in particular, we are watching this diversion, and would like specific information if you see people pulled out of the HIDTA down the road as the mission in the Department of Homeland Security starts to organize and get themselves more of what the priorities are. We are also concerned about the Border Patrol and the investigations agency being reorganized inside Homeland Security, because if there is an attack or potential attack, that could divert tons of the investigation in the agency doing investigation over to those investigations and lose some of the pending narcotics cases. We do have the problem that you can either have a drug dog or a bomb dog, but you don't usually put two dogs on the same container. So we are trying to figure out—there are some synergies and some that aren't synergistic, and we need to be approaching both at the same time.

Mr. CARR. If I could comment on that? One thing that gives us concern at HIDTA, as you all know, we have set up intelligence centers within HIDTA, where we have a watch, we have strategic intelligence, operational and tactical intelligence being generated and sent out to our initiatives. Yet, in the Homeland Security, they are talking about creating additional intelligence centers. I mean, how many watches can you have? How many strategic places can you have? As the mayor pointed out, this idea of searching the ports, looking for dirty bombs, while you are looking for dirty bombs, you can be looking for drugs. Why double everything? Why not combine those intelligence centers, use what is already there, because it takes a number of years to stand one up. They are using the same data bases, text, NCIC miles, whatever. It just makes sense not to create unnecessary duplication, and in doing so, now create the need for more manpower to run what is already there.

Mr. RUPPERSBERGER. Mr. Chairman? You know, you are right on there. There is equipment being developed. In fact, there is a group in Hartford County that I visited there at their plant where they are really focusing on biological and chemical weapons of mass destruction. Narcotics would come in the same category and they could pick it up at the same time. We are doing better than the rest of the country on the port. As has been said, I think the national average is 2 percent; we are at 6. We have a long way to go, but there is technology that is there. We just received some equipment about 6 months ago that is doing a good job in being able to detect what we are looking for in that regard, but it is just a start. And the equipment, I believe, was about $1.5 million. There is no reason why we can't establish more equipment to go to that port.

Mr. SOUDER. Mr. Cummings.

Mr. CUMMINGS. Yes. One of the things when talking to prosecutors, they tell me that so often when their cases become very difficult to prosecute because they basically have to almost hold wit-

nesses' hands to get them to the courthouse because they are afraid. The witnesses are afraid. When I go to community meetings, I often hear people say, I want to cooperate, I want to call the police, I want my neighborhood to be better, but you know, I don't want to be harmed. And I am just wondering how much focus—I mean, those charts you just showed, you talked about the areas, the various areas, the city that had been targeted, and I applaud you for your progress. But I am wondering, you know, the Dawson family seemed like they were in a lot of stress. They made numerous calls. I think the police did what they could, but apparently, the police couldn't be there every minute to watch over them. And I am just wondering, how do you all suggest that we deal with that, because I am going to tell you, if you don't have that cooperation, you have major problems. And so I just wanted to—Mr. Carr.

Mr. CARR. Well, as you pointed out in your comments, people don't like to be moved out of their own neighborhood, and that being the reward for them testifying in court against illegal activity going on. And we also know from other programs that even if you do move them out, they are going to come back, because that is where their ties are, and when they come back, they are vulnerable. I know that—I think Commissioner Clark, when he testifies, can talk to things or ways that could be perhaps reduced or resolved. But one thing that would be helpful would be some type of tip line or anonymous hotline, that people could call in and preserve their anonymity, and yet, still pass on the actionable information intelligence to the police. Once those people become, their true identity becomes known to the criminal melee in the area, then their safety is at risk, I mean, either through intimidation or actual acts against them.

Mr. GRUBBS. Far too often, we also deal with witnesses who are intimidated. And when that occurs, in cooperation with the U.S. Attorney's Office, we act as quickly as possible: to first remove the person from the threat; second, determine the scope of the threat; and then third, to gather evidence that we can present to a grand jury and see if we can get an indictment for witness tampering. In a case that we have recently done in the very near past, we did just that, and this all—the process started on a Wednesday, and the persons responsible for those threats were arrested the following Tuesday. We used, as you are well aware, the witness security program, which is the U.S. Marshals' sponsored program where new identities are gotten and people actually move. We also avail ourselves of the Victim and Witness Assistance Program in conjunction with the U.S. Attorneys Office. And we also have a certain amount of discretionary funds that we have access to immediately to at least temporarily move the person to, for instance, a hotel, out of harms way until we can determine what the scope of the threat is.

Mr. CUMMINGS. Is that just in Federal cases?

Mr. GRUBBS. It is in any case that any of the officers, task force officers, or agents that are assigned to the Baltimore District Office can avail themselves of that.

Mr. CUMMINGS. In other words, if Commissioner Clark has a situation where he is trying to get this case through, and he has

4these witnesses who are being intimidated—in other words, does it have to be a task force case problem?

Mr. GRUBBS. Yes, it does. Technically, sir, it has to be a task force case. I am only authorized to spend money on task force cases. But if Mr. Clark has a case that he thinks needs those kinds of discretionary funds made available, then he can certainly through the officers, the many officers that he has dedicated to our task force, have us adopt a case and then move from there.

Mr. CUMMINGS. I just want to make sure that we are, you know, using this city as—I mean, we have limited funds, and the mayor is doing the best he can with what we have. We are highly taxed, and like a lot of other cities, and we need the resources from the Federal Government. Of course, we need them from the State, too, but we need them from the Federal Government, and I was just wondering, you know, just how far that goes. I just want to make sure that we are, as a city, that we are doing everything that we can to get the money from you all, and that you all are doing everything that you can to help us out. Mr. Mayor, did you have something? I see you are taking notes.

Mr. O'MALLEY. Yes. Congressman, I just wanted to point out I have had conversations with our States Attorney, and I have told her that whenever somebody needs protection, she should not consider herself bound by, you know, the petty cash line item in her budget, that we have a rainy day fund, and we will do whatever it takes to protect witnesses. Now, we don't have the same array of tools and resources for relocation and the like that the Federal Government does, but we will go to great lengths to do whatever we can to protect witnesses. I want to thank the Federal Government for being more amenable to taking some more of our locally developed drug cases federally, because that does a couple of things for us. I mean, it helps us, but then we can avail ourselves of those sorts of resources, but it also has with it the assurance of prosecution. There is a much greater assurance of prosecution in the Federal system than there is in our overcrowded State system. And there is nothing that intimidates the bad guys more than knowing that there is a flow of cases, that there is a potential for a case to go Federal, and it also helps us—it is like the Golden Fort Knox of what had long been a very depressed currency of plea offers in the overwhelmed city of Baltimore and in our local court system. To know that there is the Federal prosecution, now much more Federal prosecutions on gun cases, a willingness to take more prosecutions in terms of narcotics, investigations as we improve our ability to increase those.

So I know you ask questions about how many Federal officers, how many FBI agents are working on drugs or have been taken off drugs. If you open the Federal courts to us so we can take our cases Federal to qualify, that is—maybe Commissioner Clark has some different opinions on that, but that is one way to offset whatever knock we are seeing from the FBI coming out of narcotics enforcement. If you can open up the assurance of prosecution to us on our local cases, that is what helps the whole issue of witness intimidation. And Congressman Cummings knows that in our city, I mean, we are breaking a culture of a lack of prosecution for many, many years, and that doesn't happen overnight. But truly,

the assurance—I just want it underscored—it is the assurance of prosecution that can have every bit as much of an effect on instilling confidence in the minds of witnesses. People are more willing to be a witness in a case going Federal than they are in a case going State, which is not to say that there aren't still the same threats, but the level of assurance of prosecution gives a higher sense of confidence and courage in people that they are going to make a difference by coming forward.

Mr. CUMMINGS. One thing is for sure, after practicing for many years, if you have the force of the U.S. Government behind those Federal prosecutions, and there is a lot more resources, I think people—I agree with you. They look at it much more seriously. I think the criminal element, when it is a Federal case, I mean, they begin to tremble. Can you put up that chart again? The one that showed the three areas? Keep going. It is a map. That one. Now, on this map, where is this area where the Dawsons——

Mr. CARR. No. 3.

Mr. CUMMINGS. No. 3?

Mr. CARR. Right here, yes, sir.

Mr. CUMMINGS. You know, I thought the stats were very good on the various areas that you talked about. How do we assure that we keep that kind of intensity going, though? I think what people worry about is that we will have intensity, and then the intensity will, you know—I mean, after everything is sort of——

Mr. SOUDER. Is Saddam coming back?

Mr. CUMMINGS. Yes. I mean, so how do you——

Mr. CARR. That is a good question. I can tell you that if you don't keep your intensity, Saddam will come back. It happens over and over again, and the mayor can, I am sure, talk to that. But it is not just—as I was pointing out, it is not just law enforcement. We have to improve the infrastructure of the community. We have to provide services for treatment and drug prevention in those areas if we are going to make a difference. We have to break this cycle of drug addiction and violence over there and it is not going to happen overnight.

Mr. O'MALLEY. I think it is a great segue to our police commissioner.

Mr. CUMMINGS. That is very good. I just want to make sure that we don't get to a point, Mr. Chairman, where we—you know, we have the intensity, and that we let that intensity go before all that stuff that you just talked about is brought in. And thank you all very much.

Mr. SOUDER. These are huge problems at the Federal level. We did a hearing in El Paso just—I think it has now been about 2 months ago. They are so crowded with the amount of illegal narcotics coming across the border that the HIDTA and the Federal task forces don't deal with cases under 100 pounds, the local police don't deal with under 20 pounds, and they have 2,000 criminals locked up, of which 1,900 and some in the county jail are not intended for El Paso. They are headed to the rest of the country. The scale of these problems are huge. And the other philosophical challenge we have in Congress is that we have steered more and more toward breaking up the networks and the larger dealers and the sub-dealers, and less on the street level enforcement. Now, some cities will

focus on street level enforcement and kind of go back and forth with this.

But what we hear constantly, whether it has been in Los Angels on the street, or in public housing in Chicago, or St. Louis, or my hometown of Fort Wayne, is that we told the police department and they didn't followup. We are getting two things. One is you have to be able to prove a case. You can't just haul a person off. And the second thing is that sometimes the focus is trying to figure out who those people are dealing with. But if you are in the neighborhood and you feel intimidated by this person who might be a low level dealer but might kill you, then you are not going to talk. And this is our dilemma because if we don't do the street enforcement and the sweeping on the lower level crimes, we don't get the cooperation which will lead us to the larger. And we kind of go back and forth as a society. Are we focusing on the user, in effect, or the bigger dealers, and it is a huge dilemma.

Mr. CARR. Can I point out one more thing, a crucial thing in that? I don't know of a Federal SAC or ASAC that has ever been moved because crime went up or down in their area. I don't know a chief of police that ever kept his job and crime kept going down. And what I am saying is that when our citizens call us, the Federal Government can decline cases. State and locals can't decline; they have to investigate. And all too often, what we hear is this—the biggest seizure ever made, the biggest drug trafficking organization ever taken down. We lose our credibility with the citizen when they see little Johnny still standing on the street corner dealing drugs. We can't just keep our focus on high level major organizations. There has to be a proper mix and concern with street level enforcement.

Mr. SOUDER. Well, I thank the first panel for their testimony. It has been very helpful. And we will now move to the second panel. We have defective cables on the mics. They are trying to work out what we can with the speakers. So we apologize, it has been difficult to hear. We will take a brief recess while they work on the——

[Recess].

Mr. SOUDER. If the second panel could come forward, it is Mr. Alan Woods, Mr. Kevin Clark, Lieutenant Colonel David Czorapinski, and Mr. Anthony Romano. And we would ask each of the witnesses, when you testify, to get the mic reasonably close so they can adjust it. It is just a larger mic. I also want to apologize to Lieutenant Colonel David Czorapinski, who I have been trying to pronounce the "C" in front of his name, for which I apologize. First, we are going to hear from Mr. Alan Woods, director of the Governor's Office of Crime Control and Prevention. I have to swear the witnesses in. If you will each raise your right hands?

[Witnesses sworn].

Mr. SOUDER. Let the record show that each of the witnesses responded in the affirmative. Mr. Woods.

STATEMENTS OF ALAN C. WOODS III, DIRECTOR, GOVERNOR'S OFFICE OF CRIME CONTROL AND PREVENTION; KEVIN P. CLARK, COMMISSIONER, BALTIMORE CITY POLICE DEPARTMENT; LIEUTENANT COLONEL DAVID W. CZORAPINSKI, CHIEF, MARYLAND STATE POLICE, OPERATIONS BUREAU; AND ANTHONY ROMANO, CHIEF, ORGANIZED CRIME BUREAU, BALTIMORE CITY POLICE DEPARTMENT

Mr. WOODS. Thank you, Congressman Souder, Congressman Cummings. Is that a little better? Thank you for asking me here today. It is a privilege to have the opportunity to speak on a topic so vital to the citizens of both the State and the city. I deliberately mention both the State and the city because the problems created by substance abuse are not confined to a single jurisdiction. They, clearly, affect the State as a whole.

The statistics I kept when I was the chief of administration at Baltimore Substance Abuse Systems, showed that over 7 percent of the patients in treatment in our publicly funded city treatment slots came from the surrounding jurisdictions. Dr. Luongo, head of the State Alcohol and Drug Abuse Administration, tells me that his figures show that the true figure is over 10 percent. City police sting operations reported in the Sun over the past 3 years have, at times, netted heroin buyers over 30 percent of whom came from outside the city. There have been teenage overdoses reported in Carroll County, a rural jurisdiction which now has a residential treatment facility for youth. So you see that the problem you discuss here today, although publicized here in Baltimore because of the Dawson tragedy, is actually regional in scope.

That is why your proposal to approach this issue through the HIDTA is, frankly, completely appropriate. As Director Carr showed you, the HIDTA is data driven, and in this area, it runs from the Pennsylvania line to northern Virginia. The organization is uniquely situated to use the data they collect to concentrate the resources appropriately, proportionate to the severity of the problem throughout the region. HIDTA could, therefore, allocate funds in accordance with the depth of the problem here in Baltimore while simultaneously encouraging cross-jurisdictional efforts and appropriate actions in other jurisdictions. HIDTA also has a long history of cooperation and collaboration with State and local authorities in the spirit of Governor Ehrlich's Executive Order No. 1, which requires such collaboration on the part of his employees. I applaud this plan for the distribution of the resources you all propose.

Now, the issue itself was described in papers sent to me as an exploration of ways to assist State and local governments to protect citizens who cooperate in anti-drug law enforcement efforts. The most frequent example given is that of anti-drug hotlines to maintain anonymity. I fully agree with such efforts, and that example has proven itself, that idea of anonymous hotlines has proven itself over and over again in prior situations. The thrust of my comments here today would be to hope that the initiative would not be limited to merely an anti-drug hotline, leading merely to additional police officers. The problem goes much deeper.

I have been in law enforcement one way or another over 30 years, and I have watched the schism between law enforcement

and some neighborhoods grow deeper and deeper. This is particularly true and particularly tragic in the neighborhoods where the so called street culture is most dominant. Mayor O'Malley mentioned it to you a moment ago. Generations of children taught that they don't count, taught that it is OK to kill because their lives don't matter. Where that culture is most dominant is where there is the least cooperation between law enforcement and the community, where protection resources are most needed, where they are least likely to be effectuated simply because of the lack of communication. Law enforcement from police to prosecutors, to courts, to substance abuse treatment efforts cannot operate effectively without community input, support, and information. This is least available where the need is greatest, and clearly, a hotline and additional law enforcement resources would provide minimal communication and would be a necessary first step toward improving the situation.

There are other methods. They include encouraging community organization, providing meeting places, supporting regular meetings as avenues for community consensus to be gained, and providing methods for expression of those opinions to law enforcement, treatment, and other authorities. There have been such efforts in the past. The city's Police Community Relation Councils have done very good work in the past, especially, to counter the impression in some areas that police are an occupying army. That impression, by the way, is an offense to every police officer I have ever worked with.

The State's Attorney's community representatives in Baltimore City have also provided communication channels for organized neighborhoods and so has the mayor's office on communities and other such organizations. At one time or another, my present office has supported several such efforts within the limits of grant funding cycles. The lesson learned has always been the same, that a community which is organized, strong in participation, and works together with law enforcement and government can provide self-protection by aggressively combating its criminal elements and the contributing conditions. Such a community can more safely collaborate with State and local law enforcement efforts and substance abuse treatment and prevention efforts, and can thus more readily access the resources available.

One of the most important elements in some of our present programs, the Collaborative Supervision and Focused Enforcement Program, is community representation on the action teams and community participation in achieving an action plan tailored to local circumstances. The same is true for my agency programs funded through the Local Management Boards such as the Consolidated Youth Strategies Initiative.

I would hope, therefore, that the interpretation of H.R. 1599 is not limiting. While any drug hotlines and the efforts you propose, additional police officers, in particular, are clearly a good start, it is likely that additional good ideas will be generated as this effort proceeds. Where such ideas are intended to strengthen community organizations and enhance neighborhoods' abilities to act together within themselves and with local law enforcement, I would hope that they could be supported by the proposed or other funding.

There are good people in these communities. We should listen to them. And I thank you for listening to me.

[The prepared statement of Mr. Woods follows:]

Renee Gibbons

Governor's Office of

CRIME CONTROL
&PREVENTION

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Robert L. Ehrlich, Jr.
Governor

Michael S. Steele
Lt. Governor

Alan C. Woods, III
Director

July 21, 2003

Congressman Souder, Congressman Cummings, Members of the House Government Reform Committee's Subcommittee on Criminal Justice, Drug Policy and Human Resources, other distinguished officials, Ladies and Gentlemen.

Thank you for asking me here today. It is a privilege to have the opportunity to speak on a topic so vital to the citizens of the State of Maryland and the City of Baltimore. I deliberately mentioned both the State and the City because the problems created by substance abuse are not confined to a single jurisdiction, they clearly affect the State as a whole. The statistics I ⌐t when I was the Chief of Administration for Baltimore Substance Abuse Systems, Inc. showed that over 7% of the addicts in our publicly-funded City treatment slots resided in other Maryland counties. Dr. Luongo, head of the State's Alcohol and Drug Abuse Administration, tells me that SAMIS (Substance Abuse Management Information Systems) data indicates the true figure to be over 10%. City police "sting" operations reported in the Sun over the past three years have, at times netted heroin buyers over 30% of whom came from outside of the City. There have been teenage overdoses reported in Carroll County, a rural jurisdiction, which now has a residential treatment facility for youth. So you see that the problem you discuss here today, although publicized here in Baltimore because of the Dawson tragedy, is actually regional in scope.

That is why the proposal to approach this issue through the Washington-Baltimore HIDTA is so completely appropriate. HIDTA runs from the Pennsylvania line through Northern Virginia. The organization is uniquely situated to use hard data to concentrate resources proportionate to the severity of the problem throughout the region. HIDTA could thus ⌐ate funds in accordance with the depth of the problem here in Baltimore while

simultaneously encouraging cross-jurisdictional efforts and supporting appropriate actions in other jurisdictions. HIDTA also has a long history of cooperation and collaboration with state and local authorities in the spirit of Governor Ehrlich's Executive Order Number 1, a copy of which I have appended to my written submission to the record. I applaud this plan for distribution of the resources proposed.

The issue itself has been described in papers sent to me as an exploration of ways to assist state and local governments to protect citizens who cooperate in anti-drug law enforcement efforts. The most frequent example given is that of anti-drug hotlines to maintain anonymity. This is an excellent idea and has proven itself in past efforts. However, I would hope that the initiative would not be limited to only such a suggestion, as the problem to be addressed goes much deeper than can be solved by a hotline.

In my nearly 30 years in law enforcement, I have watched the schism between law orcement and the community grow deeper and deeper. This is particularly true, and particularly tragic in the neighborhoods where so called "street culture" is most dominant. In other words, the communities that most need strong collaborative ties with law enforcement enjoy the weakest of such linkages. Community protection resources are most needed where they are least likely or able to be effectuated. Law enforcement from police to prosecutors, to courts, to substance abuse treatment efforts cannot operate effectively without community input, support, and information. This is least available where the need is the greatest. Clearly a hotline, as a first step toward providing minimal communication, is desirable, but such a device is only a first step. Others include encouraging community organization, providing meeting places, supporting regular meetings as avenues for community consensus to be gained, and providing methods for expression of those opinions to law enforcement, treatment, and other authorities.

There have been such efforts. The City's Police-Community Relations Councils have done good work in the past to counter the impression in some areas that police are an occupying y, an impression, by the way, that has offended every police officer that I have ever worked with. The State's Attorney's community representatives have also provided communication channels for organized neighborhoods, so has the Mayor's Office on

Communities, and other such organizations. At one time or another, my Office has supported several such efforts within the limits of grant funding cycles. The lesson learned has always been the same -- that a community which is organized, strong in participation, and which works together with law enforcement and government can provide self-protection by aggressively combating its criminal elements and the contributing conditions. Such a community can more safely collaborate with state and local law enforcement efforts, and substance abuse treatment and prevention efforts, and can thus more readily access the resources available. One of the most important elements in the Collaborative Supervision and Focused Enforcement Program is community representation in the HEAT Teams, and community participation in achieving an action plan tailored to local circumstances. The same is true for GOCCP programs funded through the Local Management Boards (LMBs), such as the Consolidated Youth Strategies Initiative.

I would, therefore, hope that the language used to enact proposed legislation and appropriations in support of this Committee's efforts is not limiting. While anti-drug hotlines and similar resources are clearly a good start, it is likely that additional good ideas will be generated as this effort proceeds. Where such ideas are intended to strengthen community organizations and enhance neighborhoods' abilities to act together, within themselves and with local law enforcement, I would hope that they could be supported by the proposed funding. When such ideas begin to arise from the communities themselves, we will have turned an important corner. I hope to witness such a trend.

Alan C. Woods III

EXECUTIVE ORDER
01.01.2003.01

Standards of Conduct for Executive Branch Employees

WHEREAS, Everyone who enters into public service for the State of Maryland has a duty to maintain the highest standards of integrity in Government;

WHEREAS, Public service is a public trust, requiring employees to place loyalty to the Constitution the laws and ethical principles above private gain;

WHEREAS, Employees shall not hold financial interests that conflict with the conscientious performance of duty; and

WHEREAS, Employees shall not engage in financial transactions using nonpublic Government information or allow the improper use of such information to further any private interest.

NOW, THEREFORE, I, ROBERT L. EHRLICH, JR., GOVERNOR OF THE STATE OF MARYLAND, BY VIRTUE OF THE AUTHORITY VESTED IN ME BY THE CONSTITUTION AND THE LAWS OF MARYLAND, HEREBY PROCLAIM THE FOLLOWING EXECUTIVE ORDER, EFFECTIVE IMMEDIATELY:

A. An employee shall not, except as permitted by applicable law or regulation, solicit or accept any gi or other item of monetary value from any person or entity seeking official action from, doing busines: with, or conducting activities regulated by the employee's agency, or whose interests may be substantially affected by the performance or nonperformance of the employee's duties.

B. Employees shall exhibit exemplary conduct and use honest efforts in the performance of their duties.

C. Employees shall not knowingly make unauthorized commitments or promises of any kind purporting to bind the Government.

D. Employees shall act impartially and not give preferential treatment to any private organization or individual.

E. Employees shall protect and conserve State property and shall not use it for other than authorized activities.

F. Employees shall not engage in outside employment or activities, including seeking or negotiating for employment, that conflict with official Government duties and responsibilities.

G. Employees shall disclose waste, fraud, abuse, and corruption to appropriate authorities.

H. Employees shall satisfy in good faith their obligations as citizens, including all just financial obligations, including federal, State, or local taxes that are imposed by law.

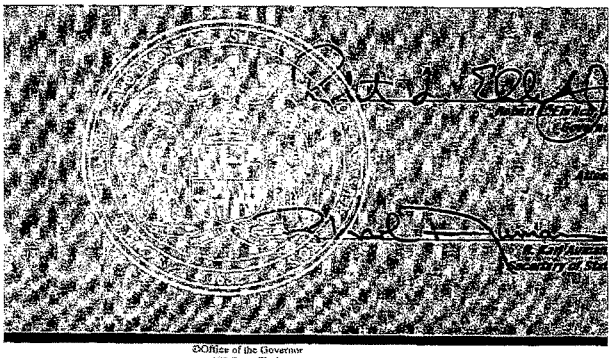
I. Employees shall adhere to all laws and regulations that provide equal opportunity for all Americans regardless of race, color, religion, sex, national origin age, or handicap.

J. Employees shall endeavor to avoid any actions creating the appearance that they are violating applicable law or the ethical standards in applicable regulations.

K. Employees shall conduct intra-agency and interagency relations predicated upon civility, collaboration, and cooperation for the sake of budgetary concerns, dignity and to achieve the goals of this Administration.

L. Upon leaving state service, executive branch employees shall be bound by the restrictions of the Annotated Code of Maryland, State Government Article § 15 504 with respect to lobbying and other forms of representation.

GIVEN Under My Hand and the Great Seal of the State of Maryland, in the City of Annapolis, this 17th Day of January, 2003.



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Mr. SOUDER. Thank you very much. Commissioner Clark.

Mr. CLARK. Good morning, members of the Subcommittee on Criminal Justice, Drug Policy, and Human Resources. Thank you for making the trip to Baltimore to learn about our work toward the eradication of drug markets and the Baltimore Police Department's dedication to the renewal of this great city. I am Commissioner Kevin Clark and I have had the privilege of leading the Baltimore Police Department since February 2003. Prior to coming to Baltimore, I served as the executive officer of the New York City Police Department Narcotics Division, where I supervised the operation and administration of the 2,400 members assigned to the highly effective division.

Throughout my 23 years in law enforcement, I have learned that there is a definite nexus between the narcotics trade, violent crime, and its ability to undermine the quality of life we all desire for our families, and particularly, our senior citizens and children. We have to take on the narcotics trade, the violence, and the pervasive conditions that lead to the declining quality of life, and we can't do it alone. The police cannot do it alone.

Partnerships with the Federal Government are invaluable for families like Angela and Carnell Dawson and their five children, 9-year old twins Keith and Kevin, 10-year old Carnell, Jr., 12-year old Juan Ortiz, and 14-year old LaWanda Ortiz, who perished in the fatal arson on October 16, 2002, martyrs in the fight to keep their neighborhood free from harassing and intimidating drug lords. Through the coordination and leadership provided by HIDTA, we have made great strides in the sharing of critical intelligence and data which continues to assist us in developing our successful strategies. Today, the women and men of the Baltimore Police Department, both sworn and nonsworn, together with the people's support, have achieved the sharpest reductions in violent crime of any big city in America. According to the FBI's preliminary uniform crime reports, Baltimore has achieved a near 26 percent drop in violent crime since 1999.

The funding that you provided to Baltimore in the wake of the Dawson family tragedy has been used effectively to support strategic and tactical enforcement. These tactics have enabled the Baltimore Police Department to achieve unprecedented reductions in crime in our three established target areas. The charts contained in the materials provided tell the stories about these victories. In the target areas, there has been a 17 percent decline in violent crime from December 1, 2001 to May 31, 2002, versus the December 1, 2002 to May 31, 2003. Additionally, in the target areas, there has been a 19 percent reduction in property crime over the same period. We have seen some of our biggest successes in these target neighborhoods in the reductions of shootings and homicides.

The "forever change" that Mayor O'Malley spoke of in the days following the Dawson family tragedy has begun. With your support, we have met and exceeded the goals set under this initiative. This proves that with the assistance of HIDTA and the White House Office of National Drug Control Policy, hard work, motivation, and leadership can turn around our communities. And I don't want to forget our most important partner, the law-abiding citizens who now reside in the eastern and western districts of Baltimore.

Of note, since the initiatives have begun in our target areas, we have arrested over 775 street level drug dealers and over 275 CDS buyers; developed 47 confidential informants; seized over $100,000, more than 25 vehicles, and intercepted at least 10 CDS shipments; and we have identified and dismantled local and major drug trafficking organizations. These are not small accomplishments. Chief Anthony Romano and his organized crime division are highly motivated, responsive law enforcement professionals who are leading the way for the rest of the city's continued crime decline and improved quality of life.

As the year progresses, we will continue a solid decline in crime in the targeted areas and we will strive to exceed all goals identified in the targeting initiative proposal. Most importantly, we will continue to work with the communities of Baltimore to take back their streets, neighborhoods, and communities from the Judas drug dealers and assure that the Dawson family's hopes and dreams will never be forgotten. Your investment has been a sound one. Thank you again for your assistance and we look forward to many more productive Federal-local partnerships in the future. Thank you.

[The prepared statement of Mr. Clark follows:]

Testimony of Kevin Clark, Commissioner
Baltimore Police Department
July 21, 2003

Targeting Violent Drug Trafficking Organizations:
The Immediate Federal Response to the Dawson Tragedy

Good morning members of the Subcommittee on Criminal Justice, Drug Policy and Human Resources. Thank you for making the trip to Baltimore to learn about our work towards the eradication of drug markets and our dedication to the renewal of this great city. I am Commissioner Kevin Clark and I have had the privilege of leading the Baltimore Police Department since January of 2003. Prior to coming to Baltimore, I served as the Executive Officer of the New York Police Department Narcotics Division where I supervised the operations and administration of the 2,400 personnel assigned to the division. Throughout my 20+ years in law enforcement, I have learned that there is a definite nexus between the narcotics trade, violent crime and its ability to undermine the quality of life we all desire

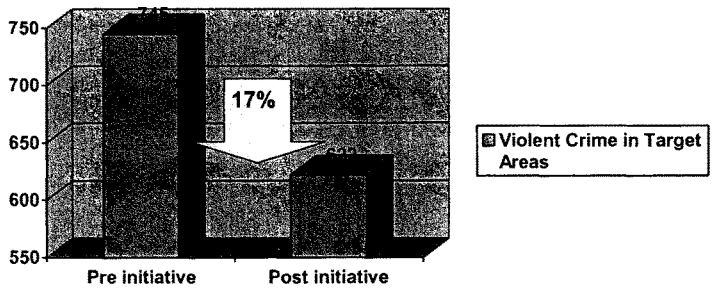
for our families, particularly our senior citizens and children. We have to tackle the narcotics trade, the violence and the pervasive conditions that lead to the declining quality of life - and we can't do it alone.

Partnerships with the Federal government are invaluable to families like Angela and Carnell Dawson and their five children, 9-year-old twins Keith and Kevin, 10 year old Carnell Jr., 12 year old Juan Ortiz, and 14 year old LaWanda Ortiz who perished in the fatal arson on October 16, 2002; martyrs in the fight to keep their neighborhood free from harassing and intimidating drug lords. Through the coordination and leadership provided by HIDTA, we have made great strides in sharing of critical intelligence and data which has assisted us in developing our successful strategies. Today, Baltimore has achieved the sharpest reduction in violent crime of any big city in America. According to the FBI's preliminary uniform crime reports, Baltimore has achieved a near 26% drop in violent crime since 1999.

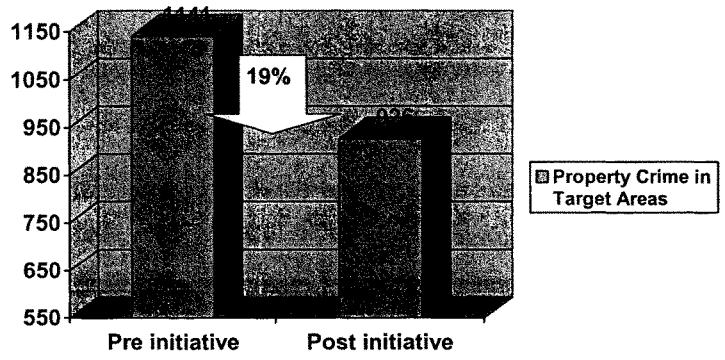
The funding that you provided to Baltimore, in the wake of the Dawson family tragedy, has been used effectively, to support strategic and tactical enforcement. These tactics have enabled the Baltimore Police Department to achieve unprecedented reductions in crime in our three target areas. The

charts contained in the materials provided tell the real story about these victories.

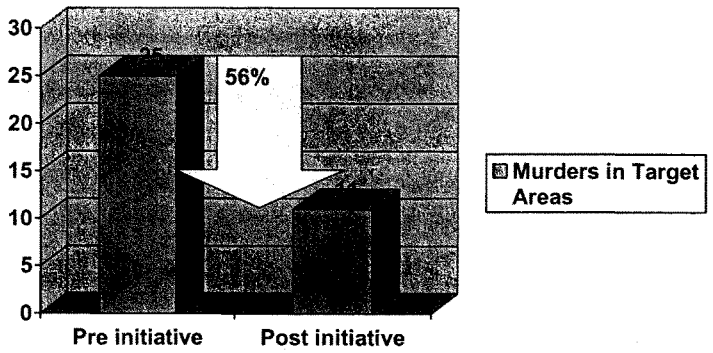
In the target areas, there has been a 17% decline in violent crime, 12/1/01-5/31/02 versus 12/1/02-5/31/03.

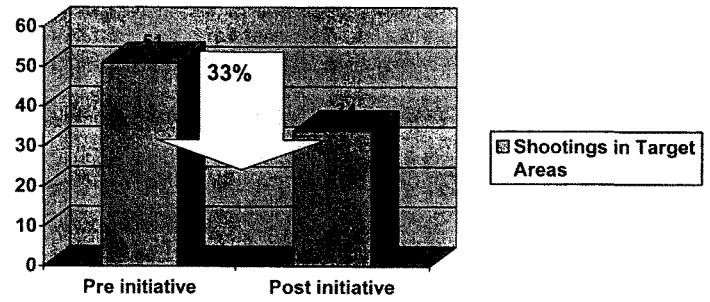


Additionally, in the target areas, there has been a 19% reduction in property crime, 12/1/01-5/31/02 versus 12/1/02-5/31/03.



We have seen some of our biggest successes in these target neighborhoods in the reductions of shootings and murders.





The "forever change" that Mayor O'Malley spoke of in the days following the Dawson family tragedy has begun. With your support, we have met and exceeded the goals set under this initiative. This proves that with the assistance of HIDTA and ONDCP, hard work, motivation, and leadership can turn around our communities.

Of note, since the initiative has begun in our target areas, we have:

- Arrested over 775 street level drug dealers and over 275 CDS buyers
- Developed 47 confidential informants
- Seized over $100,000, more than 25 vehicles, and intercepted at least 10 CDS shipments
- And, we've identified and dismantled local and major drug trafficking organizations.

These are not small accomplishments. Chief Anthony Romano and his organized crime division are highly motivated, responsive law enforcement professionals who are leading the way for the rest of the City's continued crime decline and improved quality of life. As the year progresses, we will continue a solid decline in crime in the targeted areas and we will strive to exceed all goals identified in the targeting initiative proposal. Most importantly, we will continue to work with the communities of Baltimore to take back their streets, neighborhoods and communities from the Judas drug dealers and ensure that the Dawson family's hopes and dreams will never be forgotten. Your investment has been a sound one.

Thank you again for your assistance and we look forward to many more productive Federal/local partnerships in the future.

Target Area Data

	Pre Initiative 12/1/01-5/31/02	Post Initiative 12/1/02-5/31/03	% decrease/increase
Violent Crime	745	622	-17%
Property crime	1,141	926	-19%
Shootings	51	34	-33%
Murders	25	11	-56%

Mr. SOUDER. Thank you. Colonel Czorapinski.

Chief CZORAPINSKI. Mr. Chairman and members of the committee, good morning, and thank you for inviting the Maryland State Police to be a part of this forum. We are very well aware that the reason we are here is because of the death of the Dawson family back in October 2002, for retaliation in their support of the Baltimore Police Department to combat drugs and the violence associated with it in their own neighborhood. The assassination of the Dawson family was planned as a warning to concerned citizens in Baltimore which echoed across the State, that cooperation with law enforcement agencies brings with it the potential for a horrible sacrifice.

What those responsible for this tragedy did not realize, however, was the outrage and support from law enforcement, citizens, and elected officials that resulted from their actions. Although the Dawson family was destroyed, their loss was certainly not in vain. Their attempts to rid their neighborhood of drugs and violence and the attention their loss generated convinced other citizens to continue the battle of narcotics distribution and the violence with it, rather than to admit defeat to it.

When this tragedy occurred, the citizens of Baltimore were very fortunate to have a mayor, police commissioner, and Congressman who were able to quickly mobilize resources at the local, State, and Federal levels to address this problem. The result of their efforts became the Baltimore Targeting Initiative under the direction of ONDCP with the Baltimore-Washington HIDTA, and the Baltimore Police Department.

What they were able to do is to identify neighborhoods that called for enhanced street level narcotics enforcement. With the identification of such targets and the additional funding that was provided, they were able to coordinate investigative case information city-wide and improve their investigative effectiveness. From a State-wide standpoint, this problem is not unique to Baltimore City. Unfortunately, there are neighborhoods throughout Maryland where residents aren't able to live unhindered because of narcotics distribution and the violence and other criminal activity associated with it. We have already heard Carroll County mentioned. It is said to say that we get reports of heroin distribution now in the lower shore and as far west as Cumberland.

These neighborhoods in these areas of the State also contain families just like the Dawsons who willingly cooperate with local and State law enforcement agencies. Law enforcement cannot work in a vacuum. We must have the assistance of concerned citizens to address the problem of narcotics distribution and the violence associated with it. If these families are convinced they will not be safe from retribution for the cooperation, they will certainly be reluctant to take a stand and to continue the fight.

As a State-wide law enforcement agency, the Maryland State Police manages and provides investigative resources to local narcotics task forces, most of which are outside the local metropolitan area. The Maryland State Police has been an active participant in the Washington-Baltimore HIDTA and has investigators assigned to their task forces managed by both the Drug Enforcement Administration and the FBI. The Department is aware that cooperation of

all levels is required in order to adequately address narcotics distribution and the violence that comes with it.

We are also aware that we have a role as a traffic enforcement agency and have a unique opportunity to address the importance of narcotics coming into Maryland, particularly, into Baltimore City. As a result, a core group of highly trained troopers has been assigned the task of identifying and apprehending narcotics traffickers that use Maryland's interstate highway system to deliver their product. The I–95 corridor, which has already been mentioned once today, is a major drug route from Florida to New York and goes directly through Maryland. The Maryland State Police is in a position to intercept and alleviate the flow of drugs along this heavily traveled section which also passes through Baltimore City.

In May of this year, the Interstate Criminal Enforcement Team was formed. This team of investigators, since its inception, has taken off more than 40 pounds of cocaine and marijuana, more than 2 pounds of high purity heroin, more than $130,000 in drug money, several guns, and several cars with specially built compartments to aid in smuggling. Our troopers have learned through further investigation that several of the intercepted drug shipments were headed to Baltimore and other Maryland communities. Just recently, the team stopped a load of 14 pounds of pure cocaine that was on its way to the streets of Baltimore. By the time that amount had been cut for street level sales, it would have amounted to 100,000 doses for use on the city streets.

Having these drugs already intercepted by the team represents a significant amount of misery, addiction, and death that has already been diverted from the streets of Baltimore. Our efforts in this initiative are coordinated with local and Federal agencies to ensure the distribution of narcotics in Maryland can be diminished. At the very least, narcotics distributors are quickly becoming aware that Maryland troopers are searching for narcotics importers and we will not allow our highways to be used for such endeavors.

The Maryland State Police welcomes and supports both Chairman Souder and Congressman Cummings for their visit to Baltimore and their bipartisan efforts to address law enforcement and community needs for citizens involved by drafting the Dawson Family Community Protection Act. By providing funding to communities nationwide to establish anonymous drug tip hotlines or similar measures is certainly a first step to ensure that law enforcement agencies and citizens continue to battle narcotics distribution and violence related to it. And just perhaps, as always, through these beginning efforts, that maybe one other family won't have to bear the tragedy that the Dawson family did. Thank you.

[The prepared statement of Chief Czorapinski follows:]

UNITED STATES HOUSE OF REPRESENTATIVES
GOVERNMENT REFORM COMMITTEE

CRIMINAL JUSTICE, DRUG POLICY AND HUMAN RESOURCES SUBCOMMITTEE

"EXPANDING FEDERAL SUPPORT FOR LOCAL AND STATE INITIATIVES TO PROTECT CITIZENS AND COMMUNITIES AGAINST DRUG-RELATED VIOLENCE"

TESTIMONY

LIEUTENANT COLONEL DAVID W. CZORAPINSKI

CHIEF / OPERATIONS BUREAU

DEPARTMENT OF STATE POLICE

As most citizens of Baltimore are aware, on October 16, 2002 Carnell and Angela Dawson and their family were brutally murdered in what appears to have been retaliation for their support of the Baltimore Police Department in its efforts to combat drug distribution and the violence associated with it in their neighborhood. The destruction of the Dawson family was planned as a warning to concerned citizens in Baltimore, and elsewhere in the State of Maryland, that cooperation with law enforcement agencies brings with it the potential for a horrible sacrifice.

What those responsible for this tragedy did not realize, however, was the outrage and support from law enforcement, citizens and elected officials that resulted from their actions. Although the Dawson family was destroyed, their loss was not in vain. Their attempts to rid their neighborhood of drugs and violence and the attention their loss generated, convinced citizens everywhere to continue to battle the scourge of narcotics distribution and the violence associated with it, rather than admit to defeat.

When this tragedy occurred, the citizens of Baltimore were fortunate to have a Mayor, Police Commissioner, and Congressman who were able to quickly mobilize resources at the local, state and federal levels to address this problem. The result of their efforts became the "Baltimore Targeting Initiative." This initiative, under the direction of the Office of National Drug Control Policy, in particular the Washington/Baltimore High Intensity Drug Trafficking Area Program, in conjunction with the Baltimore Police Department, was able to identify city neighborhoods that called for enhanced street level narcotics enforcement. With the identification of such targets, additional funds were provided to enhance investigative technology available to the police department that has been used to coordinate investigative case information city wide and improve investigative effectiveness.

But this problem is not unique to Baltimore City. Unfortunately, there are neighborhoods throughout Maryland where residents are unable to live unhindered because of narcotics distribution and the violence and other criminal activity associated with it. These neighborhoods also contain families like Carnell and Angela Dawson, who willingly cooperate with their local and state law enforcement agencies. Law enforcement agencies do not work in a vacuum. We must have the assistance of concerned citizens to address the problem of narcotics distribution and the violence associated with it. If such families are convinced they will not be safe from retribution for their cooperation, they may be reluctant to take a stand and continue the fight.

As a statewide law enforcement agency, the Department of State Police manages and provides investigative resources to local narcotics task forces, most of which are outside of the metropolitan area. The Department of State Police has been an active participant in the Washington/Baltimore HIDTA and has investigators assigned to task forces managed by both the Drug Enforcement Administration and the Federal Bureau of Investigation. The Department is aware that cooperation at all levels is required in order to adequately address narcotics distribution and the violence associated with it.

The Department is also aware that its role as a traffic enforcement agency provides it with the unique opportunity to address the importation of narcotics into Maryland, particularly into Baltimore City. As a result, a core group of highly trained troopers have been assigned the task of identifying and apprehending narcotics traffickers that use Maryland's interstate highway system as the means to deliver their product. The I-95 corridor is a major drug route from Florida to New York and traverses our State. The Maryland State Police is in a unique position to intercept and alleviate the flow of drugs along this heavily traveled section which passes through Baltimore City.

In May of this year, the Interstate Criminal Enforcement (ICE) Team was formed. This team is made up of highly experienced criminal interdiction investigators. Since the inception of this team, more than 40 pounds of cocaine and marijuana, more than two pounds of high purity heroin, more than $130,000 in drug money, and two guns were seized while working I-95. Additionally, troopers took custody of three cars with specially built compartments for smuggling. Our troopers have learned through further investigation that several of the intercepted drug shipments were headed to Baltimore and other Maryland communities. Just recently, the ICE Team stopped a load of 14 pounds of pure cocaine that was on its way to the streets of Baltimore. By the time that amount had been "cut," or reduced in purity for street level sales, it would have amounted to hundreds of thousands of dosage units for sale on the city's streets. The drugs already intercepted by the ICE Team represent a significant amount of misery, addiction, and death on our streets.

Our efforts in this initiative are coordinated with local and federal law enforcement agencies, when appropriate, to ensure the distribution of narcotics in Maryland can be diminished. At the very least, narcotics distributors are quickly becoming aware Maryland Troopers are searching for narcotics importers and we will not allow our highways to be used for

such endeavors.

The Department of State Police welcomes and supports Congressman Cummings and Congressman Souder for their visit to Baltimore and their bi-partisan efforts to address law enforcement and communities needs for citizen involvement by drafting the "Dawson Family Community Protection Act." Providing funding to communities nation wide to establish anonymous anti-drug hot lines or similar measures is the first step to ensuring that law enforcement agencies and citizens continue to battle narcotics distribution and violence related to it. Perhaps, such efforts may prevent another innocent family from suffering the same loss as Carnell and Angela Dawson.

Mr. SOUDER. They you very much. I will yield to Mr. Cummings to start the questioning.

Mr. CUMMINGS. Thank you very much, Mr. Chairman, and I want to thank all of you for your testimony. Commissioner Clark, let me ask you, how would you characterize the level of cooperation between your office and the Federal Government right now?

Mr. CLARK. Right now, I am satisfied with what I have seen. We have had to reorganize some of our—part of our department that would specifically be focused on the narcotics trade that affects Baltimore City. And how we did it, of course, we are attacking it from the ground level and from the upper levels of organizations. And the DEA is involved, the ATF is involved, Customs, so we have a number of Federal agencies that are working very closely with us in our focuses on really getting at the root causes and suppliers and those who are making money from narcotics. So at this time, I am satisfied with what I see.

Mr. CUMMINGS. I take it that when you were in the New York Police Department, you would have had knowledge of the relationship between the Federal Government and the New York City Police Department?

Mr. CLARK. Yes.

Mr. CUMMINGS. How would you compare or contrast?

Mr. CLARK. What happens, New York is the big location, so you are probably going to see more focus there, bigger cases, more media, etc., and there is probably a more target-rich environment. And places like Baltimore become a secondary level of importance. Where, in fact, because of September 11 and because of the number of people who are focused on New York, you are not paying attention to the backyard, and a lot of stuff may just be coming right through here, unloaded here, driven off to New York. So instead of everybody looking for the big homerun, we have to take a step back and look at cities like Baltimore, which is a big city, a big port, 95 runs through it, all the points that go east and west in this country, and I think this is a major location just by the level of narcotics that I see here, that is distributed here, that maybe the homerun—let us get a couple of singles and doubles, and maybe we will see a bigger effect even in locations outside of the area of Baltimore.

Mr. CUMMINGS. A little earlier, the chairman and Congressman Ruppersberger were talking about questioning others about this whole idea of September 11 and, you know, taking away resources. The chairman and I worked together when we were crafting the homeland security bill to make sure that there was a person in the Homeland Security upper echelon, I guess to describe it, who was—we were afraid of the same thing, that resources would be taken away from drugs, from actually dealing with drugs, because everything would be shifting to Homeland Security in the sense of protecting us against terrorists. And so we made sure there was a person whose responsibility was to make sure that didn't happen.

And I think, you know, as I was listening to some of your testimony, I was wondering, when you all have—and I listened to the mayor. A lot of times it seems like you run into situations like the Fourth of July. All of you said that you were doing the various surveillance and making sure everything was checked out, and making

sure the harbor was as safe as you could make it. How does that effect, if at all, your duties in dealing with drugs in, say, the local area?

Mr. CLARK. Well, sir, since September 11, law enforcement, particularly at the policing level, has actually expanded into areas that none of us ever expected. Rather than being the commissioner and worrying, are we going to have one homicide, I now have to worry is somebody going to strap a bomb to themselves and kill 30 people all at one time. So it is a whole different mindset. It does put a strain on resources because the general public is highly concerned and educated on the foreign terrorism aspect that did reach our shores. At the same time, our domestic terrorists are the ones that walk amongst us every day, and it does put a strain on personnel. It can affect morale because of longer hours that people have to work. It has a dramatic effect on budgets. You have to become very, very smart about the way we spend money and how we move our equipment.

So we are in this dilemma for now, and I believe as the years go by, hopefully, there is some remedy that comes to it. But you almost have to pick what is going to be your primary focus as some of these symbolic days come up. Do we move away from the domestic terrorist to worry about an international attack or do we just focus? And if we get hit, then it is going to be emotional. Everybody thinks about the economic effect of these attacks. It is the lingering emotional effect on the American psyche that is important. So you know, it is a big balancing act that we have to do. And here in Baltimore, I think we do a very good job.

Mr. CUMMINGS. Speaking of balance, one of the things that we struggle with in the Congress is this whole balance of treatment and law enforcement. I think that we pretty much come to an agreement that you have to have both. And you know, when we see African-American males in this city, in this State, you see so many locked up, and it concerns a lot of people. And there is an argument that goes on in Congress as to how do you spend less time and effort arresting and putting away the user is so happens to have some in his possession as opposed to the people who are actually the salespersons. And I think it seems to me that law enforcement, and I know Mayor O'Malley has been very clear on this because as much as he is hard on the dealer, I know he is working just as hard on trying to find resources for treatment because we talk about it all the time.

So where do you, as a law enforcement office in a city that has the kind of problems that we have—I mean, where do you fall in there? Do you share that view that you have to have both, or should there be balance, or do you follow me?

Mr. CLARK. The best way I can explain is the strategies that were employed by this Department from the year 2000 up until my arrival in 2003, a correct remedy at that time because of the violence and the open-air drug markets that existed, you had to attempt—and the terminology I think we are all aware of is arrest your way out of the problem. And we know that is temporary. It can have an effect, but it is costly and its effects will wane at some time. My philosophy is to arrest my way to what the core of the

problem is, and those are the people who are the profiteers, who are making money from it.

And you know, in the beginning, you are going to have to get through those who are probably addicted, who are being used again as the frontline sales persons for those who are making millions and millions of dollars and hide in the background and manage these locations. We have to get through them first. That is where the cooperation of all levels of the chain of law enforcement, from the prosecutors to the judges, that we get through them. I know it is looked at as a nonviolent crime in this city, but let us go back to where is that money going to. Is it paying for terrorism? Is it paying for more guns coming on our street? So I have to fight my way through those who probably would best be helped in some type of rehabilitation to get at those who are using them, those who keep us in terror in this city, those who are profiting and living very well. So I have to get to those individuals, but there has to be some real treatment that has some sanctions involved if you do not cooperate with the treatment on the long term. There has to be, of course, some goal for that person who is going to be involved in the treatment to keep them working toward. It is an everyday thing for them.

So I am a believer in that end of it. But on this end, my focus in Baltimore is I want to get at these people who are making money from this stuff. I want to take their money, I want to take their cars, I want to take their houses. I want to take everything they have and hold them up as an example to everyone that if you want to get in the game, there is going to be heavy—I will look for everything that they have, to take it, other than just taking some dope off the street. They are rich, they are making money, so we have to get at everything that they have.

Mr. CUMMINGS. But you do believe in Treatment?

Mr. CLARK. Yes, I do. I am sorry. You got me going.

Mr. CUMMINGS. That is all right. I can feel it. Just one other thing. I have numerous, but I have to ask you this one. We just had a major hearing on Friday on methamphetamine, and we just wanted to know what are you seeing—and maybe you guys can answer this too—what are you seeing in our area? It just seems like the methamphetamines are taking off, coming from the west coast—I mean, coming our way. And I was just wondering, have you seen any signs of that in the Baltimore area?

Mr. CLARK. Well, I believe they had a large seizure about a year ago. Right? Was that Barksdale? Yes. One of our units had a very large seizure. It was coming from the west coast. But you know, when you look at drugs, it is always traditional, what their custom base wants. It may not take off that much in the inner city, but probably in the surrounding areas around the city. And if you don't address what happens in the city, then as the hole in the doughnut, the rest of it will go rotten. So they are going to look for their customer base where it is going to be popular. But here it is still going to be heroin, still going to be crack, still going to be marijuana, and the other thing, alcohol.

Mr. CUMMINGS. Well, I want to thank you and I want you to know that we want to do everything in our power to help you do

your job, and we are really very pleased to have you here in Baltimore.

Mr. CLARK. Thank you very much.

Mr. SOUDER. I thought it was really interesting, your comment on the homeruns. I could tell I am not in New York and that the Orioles are having a very tough season. I wonder if that is the whole psyche here, that they are doing the singles and doubles and somehow manage to stay competitive. Mr. Ruppersberger.

Mr. RUPPERSBERGER. Well, if you are going to talk about the Orioles, they have done well in the last week, very well this last—what—seven games. Let us get to the issue at hand. The first thing, the issue of—and Congressman Cummings was talking about drug treatment, and the mayor talked about that, and we understand that it is a multifaceted issue to deal with all the drug problems that we have. One thing that we haven't talked about, and I just want to get your opinion, and then I want to get into the Dawson issue. The issue about the juvenile crime, but more importantly, programs that will take, basically, inner city children, PAL program, programs that we can get these children off the streets, have role models, working to avoid the peer pressure to get to the level. I know that in Baltimore County when I was county executive, we put a PAL program on every precinct, some two, and we did things such as giving karate programs to get the tough kids. I mean, a lot of the tough kids might not go to a PAL program, but if you tell them that they are teaching karate, they might come. And once you get them, you hook them, you teach them values and you work with them.

What is your opinion, being a law enforcement expert in New York, and now as commissioner, about the issue with respect to juvenile and youth as it relates to the drug interdiction?

Mr. CLARK. Well, right now, the trend is that the people making money from it are now taking advantage of our kids. They understand that there is a vulnerability in the juvenile detention, the laws that regulate kids, that it is kind of like a revolving door. So they are destroying these young people's lives. I mean, we are seeing people brought in for sale of narcotics, 12 years of age, in the city. And as a result, when they fail, or lose money, or have a problem, they wind up as victims on our street. So we really have to look clearly at are the juveniles victims? Most people look at them as victims. They say if we put them in the system, they are going to get worse. They get worse on the street. We have to look at the people who are using them and we have to really punish those people severely, as they have taken a young person's life. The youth programs, it is critical that we reach the low risk kids and the medium risk kids quickly, before they jump over the fence of——

Mr. RUPPERSBERGER. But since you have been here, do you feel there are enough resources going into those programs or can we do better?

Mr. CLARK. I think the coordination can be better, the communication, that we know exactly what everybody has to offer to each case. There are a lot of people out here who are really engaged in what we are talking about now. It is just a matter of us networking so we know exactly who can give us what——

Mr. RUPPERSBERGER. And I know there are programs like Buddies, and really, when you have police officers working with juveniles in a nonconfrontational way, they learn to have respect instead of fear.

Mr. CLARK. I think just one other thing with that. With a lot of these programs like PAL, Buddies, etc., it takes a lot of money to keep those afloat, and that is really where we get——

Mr. RUPPERSBERGER. And the community has to step up, too; not just government. Government can't do all things for all people. We need a partnership. Getting back to the whole Dawson issue, what have we learned since last fall about what works to increase safety in the neighborhoods, like Olive Community, as an example? We focus in that area. We have a different program. Now, what works so far, and what do we need, and what do you need from us—Federal, State, or local—from a resource point of view?

Mr. CLARK. I think just illustrated on the board, the three target zones, if everything becomes a priority in the area, then nothing is a priority. And there has to be a focus, has to be honed into exactly where the problem is. It has to be attacked in a synchronized way within the Department itself, in a partnership with the community organizations that surround that area who can provide us with impact letters to judges to be our eyes and ears and our greatest intelligence source. The Department has to attack it from the patrol level, from the task force level, from the narcotics level. What we learned is that we have to focus on the low level people who are out there in the open-air drug markets who drive the violence as they fight over customers and over territory. We have to identify are there organized groups within the city that control a segment of the drug trade and do we have the freelancers who come in at night that are often the ones who are hitting the pavement bleeding.

So other things we learned, it is just that we have to communicate better. There has to be a better partnership between the police and the people at all levels, and we also have to form a partnership with State and other governmental agencies. We may have different powers, different ways of taking cases. As we mentioned, Mr. Tom DiBiagio, the U.S. Attorney, has been highly responsive in the disarm program for this city. So I have to be able to go to all type of resources.

Mr. RUPPERSBERGER. I notice that. I haven't seen that much with the mayor and DiBiagio lately in the paper so it looks like they are working well together. That is good to say.

Mr. CLARK. And we talk, and I am more than happy to bring these guys over to Mr. DiBiagio and put an orange jumpsuit on them, because when they go over there, they really know that they have a problem.

Mr. RUPPERSBERGER. There is no question teamwork is so important. Crime has no geographical boundaries.

Mr. CLARK. Yes.

Mr. RUPPERSBERGER. I want to get into a specific. We are talking about high level issues, resources, international drug rings. One of the most important things is our communities and our families. Our families, clearly. And you have many families now that probably are living in fear and we don't know about. We are focusing

in certain areas, especially, with respect to the Dawson family. But if we have a family right now that might not be in one of these targeted areas that has fear for their life, fear for their children, what would you advise them to do? Take me through what you would advise them to do. Someone comes to you with their fear, they have been threatened, and now they don't know where to go and they are concerned about their kids going to school, what is going to happen there, but whether or not they are going to get a firebomb in their home. What would you do at this point? What is your program? Let us get to the specifics for the people who live in the community.

Mr. CLARK. If a person approaches us and they feel that they are in danger or even some portion of their family is in danger, what we do is we immediately go out and we start an interview process with them to get at the core of exactly what their concerns are. If it does require relocation of those individuals, we reach out to City Hall, Mr. Reggie Scriber. He is with Housing. Housing will provide a location for them to go to. I think this was mentioned earlier. In certain cases, we can go to the HIDTA groups and they will adopt the case that we currently have. Even if it is a low level case, they will adopt it, it will become joint. They can provide funding to have someone moved out of an area. The main thing, we just have to filter out a lot of what goes on to really get at the need.

Mr. RUPPERSBERGER. One suggestion. Even though you are dealing with specific problems, I think it is important that we take the whole neighborhood back. If that fear is there, it is important that we organize the community, the families, and maybe pull them together, and I am sure you are doing that.

Mr. CLARK. With the new organized crime division, what we did, we actually broke the city of Baltimore up into four separate zones. Each one has a lieutenant that is involved. The districts, the east and southeast have their own narcotics units that are turf-based, that stay in their area. The northeast, northwest, and northern, they just have the same narcotics guys that stay in there. The central, the western have their own, and the southwest, and the southern. So we broke the city up into four areas. The same narcotics detectives stay in the same areas, they attend the community meetings. Any call that we have been getting in lately, and this is something that is going to take time to develop here, there is an immediate response. If you call——

Mr. RUPPERSBERGER. And I agree with you. I think the focus, if we look at our history in the United States of America, it is the power of the people and the power of the communities. And once we organize, and we have community leaders here today that we are going to hear from. That is extremely important.

Mr. Chairman, I know my time is up. Could I ask one more question? I now represent four areas of the Baltimore region, Baltimore City, Baltimore County, Anne Arundel, and Harford County. How is the cooperation—since I am gone, I guess—but how is the cooperation with respect to the drug interdiction for the region? Are we working together as a region?

Mr. CLARK. Actually, I have been in contact with Superintendent Norris, and the interdiction and with the State Police has been excellent. They are hitting 95.

Mr. RUPPERSBERGER. I am talking the other counties, too, Baltimore County, Anne Arundel, Harford, and Howard County.

Mr. CLARK. We are gong to have to improve on that area, because like I said, I believe that Baltimore is the key. As I keep hitting harder, they are going to go look for other markets to work in.

Mr. RUPPERSBERGER. Well, I don't have enough time for questioning, but there was an issue raised, I believe by Carr, the issue that you can have a lot of hot spots, and if all you are doing is taking your drug dealers and putting them in another neighborhood, that is not going to do any good.

Mr. CLARK. No.

Mr. RUPPERSBERGER. So I would really suggest you focus on with your other counterparts in the other counties for a strong regional approach to this whole drug situation, knowing that the major issues are in the city.

Mr. CLARK. Absolutely.

Mr. SOUDER. Thank you. Mr. Czorapinski, State Police, you mentioned in your testimony that you are part of the HIDTA program and the task forces. Are you in each of the different sub-tasks, or are you focused on the mass transportation, or what is your relationship with the HIDTA?

Chief CZORAPINSKI. We participate in several of the HIDTA initiatives. We assign troopers to work along with DEA agents and local Sheriff's offices down in Charles County, for instance, and we work together down there on, I think, about five initiatives. One that we were really successful with until September 11 was the package interdiction initiative going through FedEx, UPS, interdicting packages through the mail. After September 11 and the anthrax scare, that sort of dried up to a degree because everybody that was shipping through parcel deliveries knew that there was going to be a greater scrutiny in packages, so the highway interdiction started picking up, and that is what we are concentrating now.

Mr. SOUDER. I am not sure how you pursue a case. Do you have any kind of witness protection issues as you make a bust on I–95, and then try to trace that backward?

Chief CZORAPINSKI. So far, witness protection hasn't been a great problem for us. We do try on every arrest, the debriefing is crucial that everyone is debriefed when they are arrested to get that additional information, to see if they will roll on their source, and then take it even further. Usually, when it goes further, it is going to be interstate, and we get DEA involved in it. And if there is a protection issue, then we work it out with DEA.

Mr. SOUDER. When you do a bust like the cocaine bust that you referred to under 14 pounds, do you roll down as well as up? And when you go down to see where they were headed with it, do you work with the city police and whatever to try to figure out where it is headed and then whether or not there would be any questions there of trying to get cooperation? Or do you just turn it over?

Chief CZORAPINSKI. Whatever information we can get, we try to—if we can't followup on it because it is going to be out of State, then we definitely get a hold of DEA. If it is going into the city, we definitely have to get a hold of the city. I think cooperation between their drug folks and ours has been very good. And depending on

how much information we can get and start building on that information, if we have information it is going to go into the city, we get the city narcotics investigators. They may know something more, another piece of the puzzle, that will either help them go in another direction or take it to a final delivery point where you can try to control delivery.

Mr. SOUDER. Commissioner Clark, did you have anything to add to that?

Mr. CLARK. I believe that just trailing on the back, the witness intimidation is probably the underpinning of everything. You need money to be able to relocate people, even if we have to take them out of the State. If they don't have the trust in us that we are being effective on the street, they don't have the confidence that if they do step forward and testify, that they are going to be protected, the results of their testimony are going to bear out, we are going to just be going in the same direction. Even if the courts aren't helping us, it is the witnesses and the public that is the key to us. And as we develop cases, a lot of times most people clam up, who are just transporters and mules. But as we get into where it is going and other people help us with intelligence, the biggest part, we have to be able to protect people. We have to be able to remove them from an environment at a moment's notice if it happens without going through a lot of other agencies. I would like to have that for myself, but it is trust and the confidence that we are going to get to the bottom, that we are going to protect these people, we are going to get those convictions in court, and these people are going to go.

And we probably need some real strong legislation, meaningful legislation, that if somebody attempts to intimidate one, particularly, in a drug case or a crime of violence, that the penalties would be so swift and severe that it just would not be worthwhile for most of these thugs. They go sit in the courtroom when people are testifying and look at them on the stand. They don't have to say a word, but the message is sent. So we need certain—we need to be able to intercede.

Mr. SOUDER. I thought that only happened on the Law and Order TV show where they try to intimidate the witness.

Mr. CLARK. Go downtown to Baltimore and that is where they get their ideas from. And I wish I could get in there and do a little something about it, but that is a little out of my area.

Mr. SOUDER. Mr. Woods, I wanted to followup. You raised some of the difficult challenges we have in the neighborhoods in this very question of how to get cooperation, and that question of going beyond just the hotlines and the community organizations. First, let me ask, do you agree that most of the crime occurs between 9 p.m. and, say, 3 a.m., or 8 p.m. and 3 a.m., and that the most affected people are in those neighborhoods, because a lot of the way we tackled this problem doesn't seem to grant those two premises.

Mr. WOODS. No, sir, I don't. You may be talking about the crime between two people, but the crime goes on every day, every single time somebody picks up a needle, tightens up his arm, pumps that vein, and sticks that needle in there. That is a crime and it is occurring all day, every day. Every time they smoke crack, every time a kid lights up a joint, all day, every day. That crime may

lead to other crimes, to street dealing, to turf battles, to the violence that the commissioner was talking about, but it happens all day, every day. You may see it a little bit more often out at the streets late at night. That is a question as to when it becomes visible on the streets. That, I would refer to the community leaders here and to the commissioner. But no. Is that the limit of it? No way.

Mr. SOUDER. No, I didn't say the limit. Are you saying that violent crime is not skewed to the night in Baltimore?

Mr. WOODS. Well, excuse me. I didn't understand your——

Mr. SOUDER. There were two things there, that in other words, obviously, heroin abusers, people who smoke drugs, that occurs kind of across the board, may not be necessarily skewed, so let me tighten the question. Do you believe violent crime is more skewed to the night?

Mr. WOODS. Sir, in the years that I have worked here, I have seen it occur during the day. There was a famous shooting on East North Avenue 2 years ago, 12 people were shot. I believe that occurred in the middle of the afternoon. But I do believe that, in general, when the dealers come out at night and need to protect their turf, the risk of violence escalates, the level of violence escalates. It is not the only time the violence occurs, but again, I suspect my colleague next to me would be able to answer that better, and the community leaders behind us that you are going to hear in the next panel who get to watch it every day could be even more accurate than I am.

Mr. SOUDER. Well, let me pursue a slightly different angle at this, that you raised the importance of the different community organizations. And in the Federal Government right now, we are spending quite a bit in all these different approaches which we are going to hear from in the next panel, from the CADCA programs, Community Anti-Drug Coalitions. But the Federal Department of Justice and elsewhere has funded quite a few programs both directly and indirectly to try to promote community organizations and community cooperation. And one of my concerns that is not well documented in any way, either direction, is that many of these, the dollars are only minimum getting into the neighborhoods, and that they are mostly people who live outside the neighborhoods coming in to "try to help the neighborhoods." That even when we go into the neighborhoods there is a veneer of leadership that is there that may be the established community groups, but I am not sure it is actually getting down to the grassroots level and the participation in the actual neighborhoods, which then becomes a major challenge to us, who are funding these programs, if, in fact, people say, well, the government isn't working. We are putting all these dollars in.

The question is, is what we are doing actually providing in these different networking groups, providing the protection, or would, in fact, some of those dollars, making sure that there was a policeman in the immediate neighborhood, a police office in the immediate neighborhood, that would back up the citizen if they gave—in other words, to some degree, this is an either or proposition, and the question is which way do we go. Would they feel more secure if they knew they would have a law enforcement officer there in 5

minutes than by having a number of community meetings about it? Now, if you can have a community group that is based and does neighborhood watch, and helps provide that protection, has the confidence they can get a police officer there in 5 minutes, you are going to do that. But this is, to some degree, a zero sum tradeoff, and I am a little concerned that we are doing a lot of networking and meetings that may not be producing the results. And I would like your reaction because that was one of the things you were proposing.

Mr. WOODS. Actually, now that I understand your question, you are correct. But you are actually beginning, in my opinion, to make a difference. Quite frankly, some of the work done through faith based organizations has gone, in my observation, deeper into the neighborhoods in terms of actively engaging the neighborhoods to take steps that I had seen in the past. Another way of reaching the neighborhoods is through treatment. Immediately after the Dawson hearing, the mayor asked if there was anyway the Baltimore Substance Abuse Systems, where I worked at that point, could make some treatment slots available to the neighborhood. We did some scrambling and came up with some treatment slots. And I suppose because of communications, those slots were not filled within 2 weeks. So we sent some people out into the community to see if we could find out why these slots hadn't been filled. Well, it was communications, but when we got into the neighborhoods and spoke to some of the community leaders, they said, oh, you have places for treatment of some of our addicts—and filled the slots, literally. Took us around, introduced us to people, an outstanding police officer who knew the community leaders and to whom we wrote a commendatory letter, which I am sorry I didn't bring with me because I cannot recall his name at the moment. Put two of my people in the car, drove them around to where the addicts were, and we filled twice as many slots as we had in the space of about 2 days.

That step forward, that action step, was followed by requests from the East Oliver Community Organization and others to see if we could continue to help make treatment available for referrals from the neighborhoods so that the nature of their problem could be lowered. That example of giving a neighborhood an action they can actually take to lower the nature of the problem in their neighborhood, to directly attack the conditions that lead up to that sort of thing, was extremely positive. I hope it strengthened the neighborhood. It, certainly, to the extent that we were able to put people in treatment and keep them there, made the neighborhood safer and was a positive step.

Yes, I agree with you, the police need to be there. Yes, I agree with you that not only the hotline, but the police officer on the scene is absolutely irreplaceable. You have to have them. No, I don't think that just meetings do the job. But do I think that meetings that lead to the community's authority to take action on its own behalf is a mandatory step? You heard Congressman Ruppersberger for a moment say, yes, there is a little bit more to it than moving a witness. You have to take back the neighborhood. I 100 percent agree with him. That is what we have to do.

Mr. SOUDER. One last question that I would like to have Mr. Clark comment on if he has any additional comments on these, and

that is that in the—we heard in the first panel and then on this panel, the importance of, basically, getting the killers, the dealers, the addicts in different ways off the streets, but let us deal with those as opposed to the degree you separate the addicts from the others. As we lock a lot of these people up and change the attitude, as was alluded to earlier by the mayor, the culture that you weren't going to be prosecuted, and they are going to be prosecuted. Does the State have a strategy at all for trying to deal with the people while they are in prison?

We are looking around the country because where we have had the success in crime reduction, the pattern is the same all over the country, increased arrests. In effect, we had crime reduction because we put the criminals in prison. Now, the problem is that once they are in prison, at some point they come back out. So in my hometown there is right now a major initiative trying to work with the different judges, because there is going to be in a city of 200,000, 3,800 people coming out in the next couple years, mostly young. They have to go back to the neighborhoods where they were taken out of because you can't put them in a place where they didn't come from.

So they go back in that neighborhood. Those neighborhoods are now panicked because they are going to have 3,800 criminals who have been in prison coming back into their neighborhoods to some degree, lesser to some degree, violent criminals, and the question is what are we doing in the interim while they are in prison? Are we giving them any skills? Do we have a plan for housing? Congressman Davis is part of the subcommittee on a bill, as well as other members here, on trying to address housing questions, because otherwise, they are just going to repeat the pattern. They will commit the violence again and be right back in, but they have to hurt some more people before they do so.

Mr. WOODS. And that, actually, is the keynote. The word should be and the goal should be the prevention of future victims. Actually, Maryland is trying to do that in several ways. Thanks to your Federal RSAT, Residential Substance Abuse Treatment programs, we have two sets of fairly good projects in the Division of Correction. A new one starting at the Maryland Transition Center does something that RSAT funds have not historically done. It links the individual inpatient while incarcerated with a treatment in the community, a licensed treatment facility in a community to which the man already belongs at the time he is released. He goes directly from prison to his treatment facility. RSAT has historically been limited by the percentage of money available for treatment outside the walls which provide the linkages for such after care. The Maryland experiment at the moment at MTC links two forms of money, Federal and State, to see if we can address that issue.

I would point out that is particularly appropriate, because on Director Carr's map over there, three areas he has circled are 13, 14, and 15. Now, you mentioned 3,800 people coming out in the next year. In the next several years in town, 200,000. Maryland releases between 4,000 and 8,000 a year. Half or more have no treatment. And more than half of them, two-thirds of them, go into zones 13, 14, and 15, right where those maps show it to be. If you look at the crime maps that I am quite sure that Commissioner Clark

could show you, you would find that his highest crime areas are—excuse me—13, 14, and 15. If you look at the DSC maps of where individuals are relocated and released to—13, 14, and 15 every single time. We have overlapping circles.

That is what we are working on, but we can't just work on it on inside the walls treatment. It has to continue. If they come out without support, if they come out—now, I am not talking about the violent ones. They should stay in as long as they freaking can—excuse my language. I beg your pardon. But I happen to agree with the commissioner on that. But when they come out without any support, without any access to subsequent facilities, without even a referral, a linkage to treatment, then what you have done is you have created a future victim because the man has no defenses against the dealer that is going to try to addict him, and the dealer is going to try to addict him because he needs to increase his customer base, and then what is going to happen is he has to go out and hit somebody else over the head to get the money to feed his habit.

We can't keep doing them over and over again. We all need to work together, the city level and State level, to address that problem. And I thank you all very much for the RSAT funds. They are invaluable in that fight. Could you please give us some more?

Mr. SOUDER. Mr. Clark, do you have any additional comments to that?

Mr. CLARK. I just think they hit it right on the head. The environment for rehabilitation work, the environment that they come back into has to be cleaned up. I mean, I don't see how a person can make it, you know, with the level of open-air drug markets and schools. I think we have to get in these schools early and be willing to educate kids about drugs, because if they get the education from other people, and they are in situations sometimes where they just—peer pressure—they have to get involved. So I think it should be a very open approach, a very realistic approach from a very early age throughout the time they graduate to make them aware of exactly what can happen. I mean, even on the legal end. You can't vote if this happens, etc., the violence, the health conditions, etc., that exist. So you know, just a whole big approach to the whole thing, the environment and education.

Mr. SOUDER. Well, thank you very much. I appreciate your participating in the hearing. If the third panel could come forward, and we will take a very brief break.

[Recess].

Mr. SOUDER. We will go ahead and get started with the third panel. If you will each raise your right hands? Dr. Burley already did it; he doesn't need to do it.

[Witnesses sworn].

Mr. SOUDER. Let the record show that all the witnesses responded in the affirmative. We appreciate each of you being here. I should have read the backgrounds as I was calling you up, and rather than doing it individually, let me do it as a group. General Arthur Dean is retired, he is chairman and CEO of the Community Anti-Drug Coalitions of America, the largest organization, and coordinates many of those. We have worked together with many hearings in Washington. The Reverend Dr. Robert Burley, presi-

dent, Oliver Community Association and pastor of the New Life Ministry Baptist Church.

Mr. BURLEY. Missionary.

Mr. SOUDER. Missionary. I said Ministry—it should be Missionary Baptist Church. Dr. Linda Thompson, coordinator, Baltimore Community Anti-Drug Coalition, and acting chair and associate dean, University of Maryland School of Nursing. And the Reverend Iris Tucker, who is pastor of the Knox Presbyterian Church. I don't want to mess with the Missionary Baptist Church. They are a pretty large denomination. I thank you all for being with us, and we will start with General Dean.

STATEMENTS OF ARTHUR T. DEAN, CHAIRMAN AND CEO, COMMUNITY ANTI-DRUG COALITIONS OF AMERICA; ROBERT BURLEY, SR., PRESIDENT OLIVER COMMUNITY ASSOCIATION AND PASTOR, NEW LIFE MISSIONARY BAPTIST CHURCH; LINDA S. THOMPSON, COORDINATOR, BALTIMORE COMMUNITY ANTI-DRUG COALITION, AND ACTING CHAIR AND ASSOCIATE DEAN, UNIVERSITY OF MARYLAND SCHOOL OF NURSING; IRIS TUCKER, PASTOR, KNOX PRESBYTERIAN CHURCH

General DEAN. Chairman Souder, Ranking Member Cummings, Representative Ruppersberger, thank you for the opportunity to speak to you regarding this most important issue. We applaud your commitment to expanding Federal support for community activities and commend you for the Dawson Family Community Protection Act.

Community Anti-Drug Coalitions of America knows that drugs and crime, particularly, violent crime, are intimately connected. The Drug-Free Communities Support Program and the Weed and Seed Program both enable many of our community coalition members to continue their work. And we thank the committee for your support on the Drug Free Communities Act Reauthorization and your commitment to community coalitions. We embrace the comprehensive effort those programs promote because they combine supply and demand reduction programs and we know they work.

Drugs have a tremendous impact on our society. In 2000 alone, there were more than 13,000 drug-related homicides. In 1999, research tells us that 13 percent of jail inmates admitted committing an offense to get money for drugs. It is our experience that when citizens from all sectors of a community come together to address drugs and related problems, people feel empowered, and not only believe that they can impact the drug problem; they, in fact, do. Taking a holistic approach, community coalitions can mobilize the entire community. They know it isn't enough to simply take the drug dealers off the streets and to arrest violent crime offenders. They know that to solve the problem, they must reduce the demand as well as the supply, and they work to change the behaviors, norms, and the environment in the community.

As a neutral convener, community coalitions help to connect the various parts of the community by bringing together its leaders and developing multiple strategies across multiple sectors. Coalitions bridge the gap, bridge the communications gap, by coordinating the flow of information and activities between groups. Law en-

forcement agencies are vital partners in the community coalition's work.

Let me give you some examples. You can find more in-depth details in my written statement. Here I will provide a brief synopsis of coalition efforts and suggestions for Federal policy. In Tacoma, WA, the Safe Streets campaign coalition worked with law enforcement officials to reduce the number of local gang members from 2,500 to just 500. They also reduced the number of drive-by shootings annually from 300 to 1 or 2. In short, they took back their streets through a sustained community-wide comprehensive efforts.

Another quick example in San Antonio Fighting Back. A Drug-Free Communities grantee and a Weed and Seed site coordinator. Through coalition cooperative efforts, they developed a hotline and they properly trained and enabled citizens to become eyes and ears of the police department. The citizens became empowered and the police got the help they needed to better target their efforts.

Another example in Troy, MI. When the police noted kids who had nothing to do over the summer, were loitering and causing trouble, the coalition obtained the Federal, local, and private resources necessary to develop an anti-drug prevention program. Their coalition communication channels also made police aware of a planned warehouse party where drugs were likely to be used and they thwarted it.

The coalition believes the Federal Government can really help communities by placing continued emphasis on youth programs for all children, not just those in high risk areas. Continued funding for multi-jurisdictional task forced that address overarching problems and funding for comprehensive programs that include prevention, intervention, and treatment.

CADCA supports the Federal Government emphasizing collaboration between prevention and interdiction activities. In Huntsville, AL, Chief Owens believes law enforcement should be a part of the community instead apart from the community. His department is aggressively involved with community education, even allowing the community watch group to have an office in his precinct. He strongly believes in Federal assistance to increase collaboration between communities and law enforcement, more money and emphasis on prevention, intervention, especially, early intervention, model policies to provide guidance, and an organization that provides housing and employment assistance to victims.

In summary, when all sectors of a community come together, they can have a tremendous impact. The partnership empowers citizens and facilitates law enforcement work. Working in a collaborative partnership, the community can find and address the root causes of problems and can take the preventive steps necessary to stop them from destroying neighborhoods and lives. CADCA fully supports all efforts to reinforce comprehensive, community-wide efforts to stop the spread of illegal drugs and violent crime. The unifying factor in all the communities I have spoken about today is the presence of a community coalition and its collaboration with local law enforcement. Thank you again for holding this hearing and for giving me the opportunity to testify at this time. I would be happy to answer any questions you might have. Thank you.

[The prepared statement of General Dean follows:]

Investigative Hearing:
"How Can the Federal Government Assist State and Local Programs to Protect Citizens and Communities Against Drug-Related Violence?"
Government Reform Committee
Subcommittee on Criminal Justice, Drug Policy and Human Resources
Statement for the Record

Arthur T. Dean, Major General, US Army, Retired
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Mr. Chairman and Ranking Member Cummings, thank you for the opportunity to speak to you regarding this important issue. We applaud your commitment to expanding federal support for community drug prevention activities and commend you for the Dawson Family Community Protection Act.

Community Anti-Drug Coalitions of America (CADCA) knows that drugs and crime, and in particular, violent crimes are intimately connected. The Drug-Free Communities Support Program and the Weed and Seed Program both enable many of our community coalition members to continue their work, and we thank the committee for your support on the Drug Free Communities Act Reauthorization and your commitment to community coalitions. We embrace the comprehensive effort those programs promote because they combine supply and demand reduction programs and we know they work.

Drugs have tremendous costs to society. Drug trafficking results in crimes when dealers compete for markets and customers. Disputes and rip-offs between buyers and sellers often lead to violence, and people who participate in the drug trade tend to be violent individuals. In 2000, there were almost 13,000 drug-related homicides (source: ONDCP table constructed from FBI Crime in the U.S.: Uniform Crime Reports). In 1999, 13 percent of jail inmates admitted committing an offense to get money for drugs. In total, drug use costs America $276 billion a year -- $110 billion for drugs and $166 billion for alcohol. Drugs and alcohol together kill more than 120,000 Americans a year.

It is our experience that when citizens from all sectors of a community come together to address illicit drugs and related problems, people feel empowered and they not only believe they can have a substantial impact on reducing problems, they actually **do**. Taking a holistic approach to the drug problem, coalitions can mobilize the entire community. They know it isn't enough to simply take drug dealers off streets and arrest violent crime offenders. They know to really solve the problem they must reduce demand as well as supply – and they work to change the behaviors, norms and environment in the community. As neutral conveners, community coalitions help connect the various parts of the community by bringing together its leaders and developing multiple strategies across multiple sectors. Coalitions bridge the communication gap by coordinating the flow of information and activities between groups, including law enforcement and citizens. Law enforcement agencies are vital partners to the coalition.

As an example, the Safe Streets campaign in Tacoma, WA has made tremendous strides since its inception. Their strategy includes law enforcement, community policing, prevention/intervention/treatment and neighborhood revitalization. In 1991, local law enforcement estimated there were approximately 2,500 gang members. Since then, thanks to community coalitions working with local law enforcement, there are less than 500 known gang members. The Safe Streets campaign pulled together the entire community to take back their neighborhood and reclaim their streets – through neighborhood watches, law enforcement awareness programs, and active community participation in graffiti removal. That same community had more than 300 drive-by shootings related to illegal drugs in 1990. Today, that number is down to 1 or 2 drive-by shootings a year. This community has taken back what is rightfully theirs. They have rebuilt and maintained – through a sustained community-wide, comprehensive effort – a safer and healthier community.

At San Antonio Fighting Back, another CADCA member, which is a Drug-Free Communities Grantee and a Weed and Seed site, a city council person saw the need for citizens to help law enforcement find problem areas by becoming their eyes and ears, and the need for local law enforcement to listen to community input about brewing problems. Working together, coalition members obtained the necessary resources from government and private sources to implement a hotline and cell phone program, train people how to identify criminal activity, describe a location, and encourage them to call. Citizens became empowered and police got the help they needed to better target their efforts. A two-way respect developed and the program has led police to eliminate abandoned cars, empty homes, closed businesses and other problems. The coalition leader, Linda Tippins, said, "It was an eye opening, life enhancing initiative and we're both better off for it."

In Troy, Michigan, the coalition obtained the resources needed to bus kids to a local middle school for supervised activities and plan Friday night drug-free Jam Fests when police noticed that bored youth were loitering and causing trouble in the summertime. The coalition also used the grant to enable law enforcement to provide a Community Policing officer to work at the coalition offices. Facilitating give-and-take between police and citizens, coalition efforts recently stopped an advertised warehouse party before it could happen. Ann Comiskey, the coalition leader, says the federal government can really help her coalition and others by placing continued emphasis on youth programs for all children, not just at risk youth; continued funding for multi-jurisdictional "task forces" that address overarching problems; and funding for comprehensive programs that include prevention, intervention and treatment.

CADCA supports the federal government emphasizing collaboration between prevention and interdiction activities. In Huntsville, AL, we have seen the police chief take an active role fostering collaboration between his department and the community. Chief Owens believes law enforcement should be "a part ***of*** the community instead of ***apart*** from it." His department is aggressively involved with community education. Their community watch group has an office in the precinct, helping to build solid, positive relations between officers and community citizens. He strongly believes in federal assistance to

increase collaboration between communities and law enforcement; more money and emphasis on prevention intervention especially early intervention; model policies to provide guidance; and an organization that provides housing and employment assistance to victims.

When citizens from all sectors of the community come together, they can have a tremendous impact. The partnership empowers citizens and facilitates law enforcement work. Working in a collaborative partnership, the various sectors of the community can find and address the root causes of problems and can take the preventive steps necessary to stop them from destroying neighborhoods and lives.

CADCA fully supports all efforts to reinforce comprehensive, community-wide efforts to stop the spread of illegal drugs and violent crime. The unifying factor in the communities I have spoken about today is the presence of a community coalition and its collaboration with local law enforcement. Community coalitions work because they fight city by city, street by street, block by block to help rid America of substance abuse and its related problems. Thank you again for holding this hearing and giving me an opportunity to testify. At this time I am happy to answer any questions you or any members of the committee may have.

Mr. SOUDER. Thank you very much. Reverend Dr. Burley.

Rev. BURLEY. Good morning to Honorable Congressman Souder, Congressman Cummings, and Congressman Ruppersberger. I am here this morning—this afternoon now—representing a number of agencies in Baltimore. I represent the Oliver Community Association, the Oliver Economic Development Corp., New Life Missionary Baptist Church, and BULD, Baltimore United and Leadership Development. BULD is a congregational based organization with over 40 churches, 8 schools, and a low wage worker's association. BULD has a 26-year track record of improving the city. We are the largest developer of affordable houses in the city. We won the first living wage campaign in the country and we created the first after school authority, Child First. We have a deep root and are deeply rooted in the Oliver community. My church, along with seven other, are located in the Oliver, and as well as our after school program and Dr. Bernard Harris.

We turn out at any given time over 500 residents in different actions, and I am going to pause right there and interject that not only with BULD and my church, with the other churches in Oliver, we have at any given time, and even at the time of the Dawson incident, turned out people in the community who care but who are afraid. They are still afraid of what is going on in the city, dealing with terrorism in the city. There is nothing that compares with the horror of the Dawson family firebombing. The Dawson children attended the after school program at Bernard Harris and also attended one of our church Sunday schools.

Immediately after the bombing, the BULD called on Mayor O'Malley to work with us to make our neighborhood safe. Our members were still being threatened by drug dealers. Many of them were afraid to—and are still afraid—to come outdoors. We told them at that time, and even some at this time, not to call 911 or 311 because in calling these numbers they were targeted. Mayor O'Malley responded. We asked for meetings with the police commissioner. We met. We developed a way for the residents to give information to the police without calling them. As we began and developed a strong relationship with the police department, with the Eastern District, with the police commissioner, residents began to see a level of policing that they had never seen before, a policing that is intense and targeted. Over 40 drug locations have been targeted. Just last month, 15 arrests were made in 20 days in one area.

I believe people are beginning to see a shift, beginning to feel safer, not on every corner, but we are getting there. There is no formula for the work we are doing. It is intended to process and build relationships with people who have a deep root in the community. It is a relationship based on trust, a relationship where the police do their job, and we hold each other accountable. This is our brand of community policing and it works. Just an idea that it works at one given incident, there was information given to the police that yielded three arrests, one sawed off shotgun removed from the streets, 280 vials of crack cocaine was removed from the streets.

With all the work we have done, Mayor O'Malley, the police commissioner, the mayors of the districts, and others, there are still four major violent drug areas in the Oliver community. Bethel

Street, where my church is, the intersection of Preston and Caroline, and Bond Street, Spring Street, and with all the police activity in the area where we are, in the inner Oliver area, a lot of the drug activity is pushed out to the outer areas like Holbrook Street. There are areas that have a high rate of abandonment. The one thing that we found that is related closely to the drugs and the crime in the city is the—and we quoted this term ourselves. We call them "abandominiums." They are abandoned homes where we boarded them up and forgot them, but the drug dealers use them just like they are regular condominiums. And we need to do something about the abandominiums that we have in the city.

And when we see that when we do something about these things, we will find that crime will move not only out of that area, we can get it to move out of any area where blight is heavy. And we will never be able to police, as conventional policing, our way out of this virus. We did not get here overnight. It is the result of 35 years of disinvestments in our neighborhoods, systematic neglect. We have in Oliver over 900 vacant homes, each one of them is another staggering ground or a playground for the drug terrorists. We need to get rid of the vacant homes, the blight that is in Baltimore.

And mainly in Oliver, we have a problem where—and I am going to interject this at this time. If your Chevrolet breaks down, you don't take it to a Ford dealer. So if you want to know where the rats are in a neighborhood, you have to go to the people who live in the neighborhood, and that is dealing with either the four-legged rats or the two-legged rats. And most of our people know where the two-legged rats are as well as the four-legged rats, but they are afraid to share any of that information because of retaliation. But the way that we do it in Oliver, there is a mechanism in place, brought in place by the BULD organization, that allows our people to get information to the police department and it is done in a way where no citizen is really actually involved, and they are able to do great work from the information they get from the community.

It is nice to know that police are there, but the relationship between the community and the police has not always been what it has needed to be, and without the help from the community, police work is at a standstill. So we need to understand that BULD is working in the community. They have a mechanism in place that does work. BULD has already done and it is in partnership with Enterprise in building homes. We have built over 500 Near My Homes; nearly 300 of them in the same town, Winchester area. Two years ago, we rebuilt the 1200 block of Calhoun Street in Sandtown. Last year, three drug-related calls were from that block. But if you move a few blocks down in the blighted area, the 900 block of Calhoun Street, you have drug calls that number 254. So it is obvious that if we can do something to rebuild our city, we can also do something to take away the threat of the drug terrorism. People can once again be safe.

We don't need more pilot programs. We need a marshal program to rebuild our inner city neighborhoods. I don't mean throwing money at the problem. I mean, aiming systematic investments to tear down vacant homes, clean land, rebuild. Our sister organization in Philadelphia, PIA, is beginning to do this by winning a $295 million bond build. Our sister organization in New York, they are

going on and have done a lot of the same. They have built over 3,000 Near My Homes in an area that 10 years ago looked like Oliver. If the Federal Government does not systematically invest in our neighborhoods like Oliver, particularly, in the rest of our cities, another tragedy like the Dawsons will occur. Maybe not next year, but the year after. It is blight that fuels the drug traffic in our cities, and in order to do anything about the drug trafficking, we have to do something about tearing down abandominiums so that our people can feel safe.

And with the relationships that we build with the police department, with the mayor's office, we are able to do a brand or a style of policing that is different, is new, but it works. And our people are out of danger. We are taking our citizens out of the danger of policing, and that is something that was not with the Dawsons. The Dawsons, they wanted to be good citizens, they wanted to be good neighbors, but in turn, they were not able to maintain their own safety and the police were not able to protect them either. But next door to the Dawsons on either side, we have abandoned homes. And with the abandoned homes, you have places where drug dealers can meet and do whatever they need to do.

There is a lot of testimony about our children. In order to get our children out of harm's way, we need to find something for our children to do. If we don't find something for them to do, the drug dealers have already found something for them to do. Just last week, a 14-year old boy was shot down on the street, in the playground. And the thing of it is with that, I have heard people talk in the community meetings. One said he was bad, one said he was good, but the bottom line is, the knowledge was there that there was a contract on this child before this child was killed and nobody could save the 14-year old. We talked about—there is another Dawson tragedy. Every time a 14-year old is shot down in the street, that is another Dawson tragedy.

In east Baltimore alone, for the month of June, there was 928 youth arrested for crimes. In the city of Baltimore, you have nine police precincts. We are in the Eastern District. Out of the 928 children, from the age of 7 to 17 that was arrested, 109 of those came out of the Eastern District. That is our district. We have to find—along with ridding our city of abandoned homes, we have to have programs for our children to get them off of the street. Thank you for this opportunity to testify. Thank you for coming and having this hearing. It was much needed at this time.

Mr. SOUDER. Thank you very much. Dr. Thompson.

Ms. THOMPSON. Good afternoon, Chairman Souder, Congressman Cummings, and Congressman Ruppersberger. Thank you for this opportunity to share some thoughts on the critical need to protect children and families from drug-related intimidation and violence. Like everyone else in Baltimore and across America, I was shocked to learn that the Dawson family had been killed by an appalling act of drug violence in October of last year.

I commend you, Congressman Cummings, and you, Chairman Souder, for your efforts to enact the Dawson Family Community Protection Act, expanding Federal support for protective measures like anonymous anti-drug hotlines. This legislation and funding are very much needed, both here in Baltimore and in communities like

the one you represent in Indiana, Chairman Souder. The legislation is important to improve the lives of law-abiding citizens who are increasingly dominated by fear and intimidation that are inevitable from drugs and violence.

I can confirm this harsh reality both as a public health professional and from my past experience as Maryland's Secretary for Children, Youth and Families. Last year, the Baltimore City Council determined that there are an estimated 59,000 illicit substance abusers in the city of Baltimore, of whom only 10 percent are receiving treatment. A seldom-mentioned corollary of that fact is that nearly 600,000 Baltimoreans are not using illicit drugs. Yet, we are living in fear of drug-related violence every night and day, the very realistic fear that any of us could suffer the same violence that took the lives of Mr. and Mrs. Dawson and five of their children last year.

That is why I am here today to commend the work of this subcommittee. Your work offers us hope that, with hard work, we can be released from the constant state of fear. I, especially, applaud your vision and wisdom in supporting practical, commonsense measures that encourage the mobilization of families and communities in self-defense against the drug plague.

As the coordinator of the Baltimore City Anti-Drug Coalition, I have been working with Dr. Keith Plowden, Mr. Terrell Ringer, the Empower Baltimore Management Corp., and Congressman Cummings' office to assist community leaders throughout Baltimore to take action to better protect their families and neighborhoods against the drug plague. People in Baltimore are determined to fight illegal drugs in their neighborhoods through the formation and expansion of community anti-drug coalitions modeled on strategies found to be effective by the President's Office of Drug Control Policy.

I have appended a copy of our most recent report and recommendations with respect to this effort to my written testimony, and with your permission, I ask that our Blue Print for Livable Communities through Collaborative Partnerships: A Case Study of Baltimore City's Drug Control Initiative be made part of the record. Because of our focus and time limitations, I will only talk about a few of the findings that we have.

First, our greatest—our community members felt that our greatest strength in the struggle against drugs and drug-related violence is the ability of communities to form drug-free coalitions. And in that, they wanted to be able to establish diverse types of programs, especially, recovery houses for individuals who are substance abusers, youth programs, working more closely with developing police athletic leagues, funding programs with churches and faith based organizations, expanding neighborhood watches. But the most important thing that parents talked about was looking at ways that they could learn to parent more effectively in drug-infested neighborhoods.

Second, success in drug prevention, as well as in policing, will depend on our developing better lines of communication between citizen activists and government. To state it more plainly, people in neighborhoods want to cooperate with government in ridding the communities of drugs and drug-related violence, however, the les-

son that we learned from the Dawson family says that reasonable citizens will only cooperate if they feel safe, and if they can feel safe in their communities. As I mentioned to you earlier, that is why I am supporting the Dawson Family Community Protection Act, and I think this is very, very important for our communities, and I would be pleased to answer any of your questions.

[The prepared statement of Ms. Thompson follows:]

TESTIMONY OF LINDA THOMPSON, Dr.PH, RN, FAAN

Acting Chair, Department of Child, Women's and Family Health
Director, Center for Healthy Children and Families
University of Maryland School of Nursing

Before the United States House of Representatives
Committee on Government Reform
Subcommittee on Criminal Justice, Drug Policy & Human Resources
Baltimore, Maryland - July 21, 2003

Good morning Chairman Souder, Congressman Cummings, Members of the Subcommittee.

I thank you for this opportunity to share some thoughts on the critical need to do everything we can to protect children and families from drug-related intimidation and violence.

Gentlemen, like everyone else here in Baltimore and across America, I was shocked when I learned that the Dawson family had been killed by an appalling act of drug-related violence in October of last year.

I commend you, Congressman Cummings, and you, Chairman Souder, for your efforts to enact the Dawson Family Community Protection Act: expanding federal support for protective measures like anonymous, anti-drug hotlines.

This legislation and funding is very much needed.

Both here in Baltimore and in communities like the those you represent in Indiana, Chairman Souder, the lives of law-abiding citizens are increasingly dominated by the fear and suffering that are inevitable consequences of illegal drugs and related violence.

I can confirm this harsh reality, both as a public health professional and from my past experience as Maryland Secretary for Children, Youth and Families.

Last year, the Baltimore City Council determined that there are an estimated 59,000 illicit substance users in the City of Baltimore – of whom only 10 percent were receiving needed treatment at that time.

A seldom-mentioned corollary of that fact is that nearly 600,000 Baltimoreans are not using illicit substances.

Yet, we are living in fear of drug-related violence every night and day - the very realistic fear that any of us could suffer the same violence that took the lives of Mr. and Mrs. Dawson and five of their children last year.

That is why I am here today to commend the work of this Subcommittee. Your work offers us hope that, with hard work, we can be released from this constant state of fear.

I especially applaud your vision and wisdom in supporting practical, common-sense measures that encourage the mobilization of families and communities in self-defense against the drug plague.

Gentlemen, as Director of the University of Maryland School of Nursing's Center for Healthy Children and Families, I have been working with Dr. Keith Plowden, Mr. Terrell Ringer, the Empower Baltimore Management Corporation and Congressman Cummings' office to assist community leaders from throughout Baltimore take action to better protect their families and neighborhoods against the drug plague.

People in Baltimore are determined to fight illegal drugs in their neighborhoods through the formation and expansion of community anti-drug coalitions modeled on strategies found to be effective by the President's Office of Drug Control Policy.

I have appended a copy of our most recent report and recommendations with respect to this effort to my written testimony; and with your permission, I ask that our "Blue Print for Livable Communities Through Collaborative Partnerships: A Case Study on Baltimore City Drug Control Initiative" be made part of the record of this hearing.

Because of our focus and time limitations today, I will not speak extensively about this report.

Rather, I will close by noting just two of the salient conclusions of the participating community aders from throughout Baltimore.

First - our greatest strength in the struggle against drugs and drug-related violence is the ability of communities to form drug-free coalitions (including those that are established to achieve such diverse objectives as recovery houses for individuals who are substance abusers, youth organizations such as Police Athletic Leagues, church and other faith-based initiatives, neighborhood watch programs and Citizens on Patrol).

Second - success in drug prevention, as well as policing, will depend upon our developing far better lines of communication between citizen activists and government.

To state the current reality plainly, gentlemen:

X People in our neighborhoods want to cooperate with government in ridding their communities of drugs and drug-related violence.

X However, as the tragic lesson of the Dawson family has taught the people of Baltimore, reasonable citizens cannot and will not cooperate unless they can do so in ways that are effective and - equally important - safe.

That, as I mentioned to your earlier, is why your initiative in supporting the Dawson Family Community Protection Act is so very, very important.

Now, I would be pleased to answer any questions you may have.

Mr. SOUDER. Thank you very much. Reverend Tucker.

Rev. TUCKER. Hopefully, I can talk loud enough. I thank you. To the Chair, to the Congressmen, I thank you for having me here this afternoon to share my testimony. As a new pastor in the Oliver community, I met with residents on Eden Street at a house meeting held at the church. Residents complained that drugs were being sold openly and boldly in the schoolyard, on street corners, both at Hoffman and Preston, and that strangers rode up in cars to a bench on Eden at the open space at the entrance of the basketball court and the tennis courts. When I suggested that we address the issue outright, I was met with much resistance and fear. I was told that I did not live in that neighborhood 24/7, and that I would not have to suffer the retaliation of drug dealers.

Individually, I tried to talk about ways to address the problem without anyone knowing who gave the information, but still, there was a great deal of mistrust and fear expressed with no one willing to risk their neck for a problem that appeared entrenched in their community. It was not until the morning of October 16th, when the unfortunate and horrendous tragedy of the Dawson family deaths that I fully realized and felt the extent of the real and present danger in the lives of the people who lived in the community, and experienced the stifling effects of living day-to-day with the pestilence in their midst that they could not confront for a fear and danger of life and limb.

This was not something that affected a few, but the entire community, children who walk to and from school, passing these transactions daily. Young, old, and everyone in between were directly affected by this plague. I do not feel that the community feels any safer today with calling in to a hotline than they did when this terrible tragedy happened in October. From my own experience and that of residents who now call 311 or 911 numbers with much difficulty. The issue of trust is still a very real problem. I believe that the need of families, such as employment, or underemployment, housing, and most of all, activities for youth, and the issues that force families into looking the other way when family members are involved in these illegal and violent activities is a grave problem that must be addressed immediately.

We, the church, local, State, and Federal authorities must take a holistic look at the problem and work together to solve these issues of family and community. If we do not do this, we will continue to experience the ebb and flow of problems with illegal and violent activities that plague our community. The citizens across the city of Baltimore and the Nation are in need of our help to keep them safe, but we cannot keep people safe when they do not believe or trust that we can effect change with city officials, State officials, the Federal Government, and elected officials who appear too far from the problem to address the issue.

If there is no relationship between the citizens in our communities and the local, State, and Federal agencies of help, we will not be able to change the climate from fear to strength, from rubble to revived, and from victims of violence to victory and vibrant health. We cannot remain after the fact people. We must be and remain proactive in the fight to keep our citizenry safe and our communities places of pride. That is my testimony.

Mr. SOUDER. Thank you. Let me step back a second. I want to thank you, also, for the passion in the testimony. One of the advantages of a field hearing is that you actually get out to some degree in the field. When people come to Washington, probably even here, as opposed to in your home neighborhood, there is a tendency to kind of compromise, or water down a little bit, or get to Washington and it is the next step. But I am trying to get out, also. We are being buzzed, and running around, and here we kind of get it all at one time and together, and I appreciate that.

Let me give you, first, a little bit of an insight into some of the struggles that we face. We heard earlier today that most of the heroin and the cocaine that comes into Baltimore is coming from Columbia. As chairman of this committee, I have been down there a lot trying to deal with the questions. Their problems aren't substantially different than here in the sense of as we try to tell them not to produce cocaine and heroin, they say, well, we can make X amount of money if we go out in the jungle, we plant this stuff. They will bring a plane directly to us. If we plant palm heart or if we do other things, we can't make the same amount of money. By the way, we don't have a road out to our town, we don't have the processing facility, not dissimilar to a kid on the street corner saying I can only make $5 at McDonalds, if you can get a job at McDonalds. But let us say you could get a job at McDonalds—$5 at McDonalds as opposed to $400 for being a lookout.

What we found in Colombia is that we can't have our alternative development programs work. We can't have—in most of the cities in Colombia, no one will even run for mayor. They all get killed by one side or the other. That unless you have basic order, unless you feel that you can be safe on the street, you can't begin to tackle—nobody wants to put in a grocery store if they are going to get mugged all the time going to it, or robbed at the grocery store. Nobody wants to put in a new housing development and pay a lot of money for a house in these abandoned places if they don't feel that they are safe. That parents are anxious to get out of schools in the neighborhoods where they think their kids may be assaulted at the school. Or you see, as I have gone around the country, one of the big problems we have is mobility. The second somebody figures out that they can get a better job, or finish their degree, often, they want to escape the neighborhood because of either the schools or the crime, which are very closely related.

So first and foremost, we have to have order. We have to have order in Colombia and elsewhere, but just order won't do it. And that is what you all are saying, is that you get order established, which isn't saying that isn't first and primary, but then what are we going to do to maintain order as we get another group of people coming up with that. Now, in looking at that challenge, one other thing I wanted to mention, in particular, Reverend Dr. Burley, is that—I had a birthday on Friday, and now I feel really old. I am 53, and you know, at 28 you start going downhill, I guess, in your memory retention and everything else. But I was with the Children Family Committee as a Republican staff director, as a staffer, and then in the Senate, staff did a lot of these kinds of things, and I was a member. And it is interesting, because we go through these cycles, and I see the cycles.

In my hometown of Fort Wayne, at one point in the 1980's, it was the third highest crack hit city in the United States. It was just everywhere, and especially, in these abandoned homes. And working—this is going to seem like an odd statement. Working with a friend of mine who was mayor who later ran against me in a primary, but we were friends before and we are friends now, but we weren't as friendly during the primary. But we agreed and we worked toward tearing those homes down, but there wasn't an immediate plan of what to do when the homes were torn down. So now we have sections of this low income neighborhood that have the homes gone and there is less crack there, but now there is not enough homes to get a grocery store in or the other facilities. And pretty soon, you have some government agencies move in, and it is nice to have government agencies move in or the schools expand, but there aren't any people there.

So as you move out, as those government agencies or social service organizations move in, but at 5 or 8, they are empty. And then pretty soon, the people who live in those neighborhoods have to go farther and farther, fewer and fewer immediate jobs, and trying to figure out how—which I know you mentioned a couple of your organizations. There needs to be what we have seen around the country, because urban renewal went through in the 1960's. And if we just tear everything down without a plan of what we are going to do with it, yes, that gets rid of the immediate problem. But I know you in Baltimore, and the State of Maryland, and around the country have to figure out the second step. Because it is so frustrating because, absolutely—in fact, I was on the Census Committee. One of the most difficult things in counting in the census was how do you count how many people are in these abandoned homes because they move from house to house. And so if one night there is 20 of them there, and the next night they are over in another block, how do you even count?

But I wanted to encourage you in that, that yes, you need to get the houses down, but then don't—make sure that the city has a plan of what to address afterwards or you wind up with your neighborhood shot because they wind up tearing down the houses so fast, destroying historic structures of the neighborhood, the pattern, in addition. You both, Reverends, set up something that I would like you to comment on because this has been a frustration of mine for a long time. Now, Bob Woodson raised this to me, and I have been trying to figure out how to do it legislatively, and there are lots of roadblocks with doing it. But I believe that at least a certain percentage of government grants targeted for high risk areas ought to go—have the ZIP code test, that a certain percentage ought to go to the people who live in that ZIP code.

And my earlier questions in trying—I was trying to lead into when are the problems occurring? Are your problems occurring often at night? I have been in so many neighborhoods, they can say, yeah, we can see the government guy going in because he will come in, live out in the suburbs. He will come into our neighborhood, be here during the day, but not be here and leave us with the problems in the neighborhood. That is one thing I hear.

A second thing is that it always seems like the bad guys can identify the undercover people but the good guys can't figure out

the undercover people. Because they are predictable, because they aren't necessarily from the neighborhood. I was very disturbed and would like you to further comment on this, that I think Reverend Dr. Burley said that the 911 and the 311 weren't working because people were targeted off of that. Does that mean when they come out as a followup, they know they have called in, or does it mean they have scanners and they are picking up the call in the beginning? Reverend Tucker alluded to the same concern, that the hotlines were actually not working. I wasn't sure whether you felt they weren't being followed up or that they were actually being targeted because of reported—but I would like that specifically addressed, and then broader than that, how you think as a government, we could do a better job of getting the dollars into the actual neighborhoods where the people lived in the neighborhoods and what you think the benefit of that would be.

Rev. BURLEY. First of all, to deal with the tearing down homes and no one be there—we have people who want to live in Oliver. With the biotech coming in the lower part of Oliver, they are relocating folks, and that relocation means that people want to live in Oliver. So what they are doing is the relocation moves people from the lower part of Oliver to the upper part of Oliver. OK. In the upper part of Oliver is where you have a lot—well, you have it in the lower part, too, but you have a lot of homes that can be refurbished, and also, you have areas of homes where you have a large number of abandominiums that can be totally wiped out and start from scratch to do new construction. Because as we know, it takes more money to rehab than it does to start from the ground. So we have people who want to live in Oliver, so that would not be a problem where you would have vacant spaces and no one to live there. We have people who want to live there.

And even with the partnership that BULD has built with Enterprise, we are able to put together Near My Homes where people will move back in the area when they have affordable housing. And with people moving back in the area with affordable housing, then you have the mass number of people where you can have a grocery store. You can have a barbershop with a shoe service. You can have these things because the market is there. We just cut the ribbon on 66 Near My Homes in Sandtown-Winchester, where people are moving back in the area, who some were not even city residents, who are moving back in the area, who are commuting as far away as D.C. to work. So we have affordable housing, we have partnerships with agencies and companies who can put this together so that it will work.

And to get to your other question of when is the time? All of the time is drug dealing time. Now, 24/7 is drug dealing time. The thing that is more focused on the time is to when do they attract new customers. They attract new customers between the hours of 8:30 and 10 a.m., between 11:30 and 1:30 p.m., between 4:30 and 6:30 p.m. That is when you will see mass migration because they have testers—I want you to test my product. It is open-air markets. And you come test my product. You do it—and there is hours set up for this to be done. But during the course of the day, drug dealing is going on all day long.

To give you an example of this, on the street where my church is, which is on the corner of Bond and Lafayette, Lafayette Avenue, from Bond Street to Broadway, straight shot. They walk that street all day long, selling drugs. One Saturday morning, I was out there at 9 a.m. I set up a camera on a tripod, and for the whole day that camera was on the tripod, there was no drug activity on my street. But the thing with that was the camera was broke. But who knew that other than me? OK. But I cleared a whole street a whole day with a broken camera. So the activity goes on all day every day. You might get a break early Sunday afternoon, but that is the only day that you would get a break like that.

It is 24/7 and they have hours where you can sample the product before you buy. And when those hours are, you see mass migration to wherever the testers are being given out. And that is not every other week or every other day. This is every day you can get testers, every day. And when you have tested it in the morning, you can buy it until the testing time comes again. And then more people will come because of word of mouth for the noon testing, and more people will come. And then all afternoon, you are selling, until the evening testing, because the noon testing brings more because word of mouth has spread even that much further. So you have more coming in the evening migration. It is like animals when it is eating time. They all know. If they don't know anything else, they know when it is eating time. And they all migrate to the barn at eating time. This is the way this is on a regular basis. And it is not going on in my area now because there is more police visibility now. It will move to Pastor Tucker's area or it will move to another pastor's area, because we have nine churches in Oliver, and it will move around the area.

The thing that is going on now, it is moving outside of the middle of Oliver to the outskirts, Holbrook Street. And all of that area is heavy because the people live daily, hourly, minutely, in fear that if I say anything, I am going to be just like the Dawsons. And that is the way—and this is—you are looking for a time? Just say all day and all night. It is going on all the time.

Mr. SOUDER. Would you comment on the 911/311, too?

Rev. TUCKER. On the 911/311, I called and I was transferred several times to several people. And then in frustration, I just hung up. Now, this was—today, I told one of the neighbors that I was coming here and what it was about, and she relayed to me that her husband had tried to call these two numbers and got the same response that I did, was full of frustration, slammed the phone down, and just said nobody cares.

Now, I have to believe that I live in a community or I work in a community, the church is in a community that cares. I have to believe that this act is going to do what it says it is going to do. It brings hope to me. But also, I have to say that unless there is a relationship between the community and people who are trying to help the community, it is not going to do any good, because nobody can come to my house and tell me how to arrange my furniture, but they can come to my house and make suggestions to me as to how it would be aesthetically better if I arranged my furniture in a certain manner, and this is all that I am saying, is that

it has to be a meeting of the minds. It cannot be them versus us or we have all the answers. It has to be a working together.

The other thing is that I would like to relay a story. When I absolutely first came to Baltimore 2½ years ago, there were young men out on the corner. They came and sat on the church steps. Now, my church sits directly across the street from the Dawson—which was the Dawson home. And I came out and they began to tell me about raps that they were doing. And so I asked them, do you call women certain names in these raps, and so they said yes. And I asked them why? And so they told me that is what they were. So then I began to teach about who they were as a people and where they came from. And the more I tried to go back into the church, the more questions they had for me.

Now, that told me that there was something within these young men that was hungering to know who they were as a people. We do not address those issues at all. We simply address the issue, the outer, the symptoms, of what is underneath. And what is underneath is not a knowledge of who they are as a people. We just saw an exodus of the I Can't-We Can Community. Now, that community and the Knox Presbyterian Church joined forces and did the Maafa, and Maafa is a key Swahili word which means great suffering. And we did a Maafa experience where some 1,200 people came through Knox Presbyterian Church, which is a small church, in a 5-day period to learn who they were as a people. On Saturday, when we were going to the sendoff, we still had people calling the church, asking if they could experience it. And I said, but you have to wait until next year.

Now, I caught the devil trying to get the funding for this. And all I am saying is that we need to have programs that identify with who people are and what their needs are in order to have a real relationship. And it cannot be me telling them what they need. It must be them telling me, and you, and anyone else. I hope that addresses your——

Rev. BURLEY. Could we address that 911 a little bit more, because I have some more information on that. The one reason why 911 and 311 for the longest time targeted people is because when the police would come out to investigate the report, they would come to the person who called the number first. They would come right to the people who called first, then they would go to the people who the report was on, which told the people who were doing the violence or the crime just who told them what was going on. That was one of the reasons why those two numbers would target people. And the thing of it is, I am not sharing this with you because I heard it. I am sharing this with you because it happened to me more than once. I would call about activities, and the police car would come to the church first before they would go to the area where the crime was. So this is another reason why people were targeted.

And then 311, which is supposed to be non-emergency type, if you get through, when you get through, and when they respond, everything that could go on probably has already gone on before anybody comes to investigate.

Mr. CUMMINGS. Let me say this. I am going to be very brief with my questions, only because we are running far over. We were sup-

posed to be finished almost an hour-and-a-half ago, I guess. And we have to be in Washington for voting not too long from now. But let me just ask a few questions.

But first of all, Mr. Chairman, I want you to understand what Dr. Burley is talking about. I live in what I call a mixed neighborhood, and that is mixed income. And I have seen that many times. And I was trying to arrange—I wish I could show it to you because you won't believe it when you see it. You are absolutely right, Dr. Burley. I have seen where at a certain time of day—as a matter of fact, 1 day, we were—Norris Davis and I, on my staff, we were riding down Park Heights, which is a main thoroughfare—was it Reisterstown or Park Heights? Park Heights, main thoroughfare, and people were literally, they were lined up as straight as this table is—I am talking about 150 of them—lined up to get what they call testers. And I have never seen—and then sometimes when I come home, I see people, it looks like ants just coming out, people coming from nowhere, and everybody trying to get to one location, and they literally stand in line, extremely disciplined, get the testers, and then they move on, and it is a culture.

Martin Luther King, Sr. said, you cannot lead where you do not go and you cannot teach what you don't know. And I think a lot of people in Congress would be shocked, I mean, absolutely shocked, if they saw this. But I have seen it with my own eyes. If somebody had told me that it happened, I wouldn't have believed them. And so it happens over and over, and this drug thing is so sophisticated, it is incredible. It is a well organized corporate structure that operates under the nose of the police, which is incredible.

And so I just want to just go to Dr. Thompson. You know, we here in Baltimore, we are trying to pull together our anti-drug coalition. By the way, the chairman has been very effective in pulling together a coalition in his district. What are the biggest obstacles that you face, Dr. Thompson, in trying to pull that together, the coalitions?

Ms. THOMPSON. I think the biggest obstacle of pulling together the coalition is that community members have been promised or leaders have been promising so many times, that it is difficult for them to come out again, and just say and believe that something really is going to happen. So that is one major obstacle. And I think that the thing is that the problem is so huge that trying to, you know, just narrow communities down and get the people from individual communities together has been another challenge. Each community in Baltimore is different, so neighborhood by neighborhood, we have to go in and begin to form those coalitions within those neighborhoods, and it is just that there are so many communities in need that it has been hard to garner the resources in order to make that effort really effective.

Mr. CUMMINGS. General Dean, with regard to these kinds of problems, the Dawson problem, and I assume that this is something that is very significant to your organization since you deal with all this stuff nationally. I mean, have you—are there strategies—you talked about general strategies a little bit earlier in your testimony, but as to strategies directly related to trying to help people in this situation that Reverend Burley just talked about, where you have a situation where people call the police, and the

next thing you know—it is so incredible to me the police would come to your door and then—but I mean, do you all try to deal with those, because it seems to me, and I think Reverend Tucker said it quite well. If you don't have the cooperation—and I believe this—if you do not have the cooperation of the public, you can forget it. The police job is made a million times harder.

General DEAN. Congressman Cummings, yes, we are very concerned about this, and there are some strategies. And I think that a couple of points I want to make, that coalitions represent the people and other people in the community for which they exist. So that is the good thing about a community coalition. It is the people in that community. It is not someone from the outside; it is them. That is the first point. Second, you can train those coalition leaders so that they can then work with their law enforcement people, who I believe intentions are good but need some assistance and help. And Detroit, MI is a good example. They train the police force on how to respond to the hotline so that they would, in fact, be cognizant of the safety issues associated with the members of the community.

So I guess I am saying that we have strategies to work with coalition leaders and officials so they can then work with their local law enforcement people, and advise them, and guide them, so they don't commit the kinds of problems that the Reverend is talking about. I think when they are informed properly on how to manage and what to do in order to be respectful of individual's privacy, they will respond, I believe, and coalitions can be the conscious of the leaders in the community to get them to do the right thing.

Mr. CUMMINGS. I have so many questions. This is my last one. Have you all, Reverend Burley and Reverend Tucker, have you see a difference since this—and bad or good—since the Dawson tragedy? I mean, as far as just, you know, people coming together, working together. Have you——

Rev. BURLEY. I have seen it good, and I have to take my hat off to the BULD organization because they have come in and really done an outstanding job on bringing people together. When I first came to Baltimore and first started pasturing New Life Missionary Baptist Church——

Mr. CUMMINGS. How long ago was that?

Rev. BURLEY. That is 3 years ago in November. The problem I had is that most of my parishioners were outside of the neighborhood. So what I did was to get in the alleys, in the streets, and start talking to people on the fence, building relationships. And right now in my church, I have a choir in my church that is built up or put together by the community, and that choir is larger than any choir I have in the church. So it is through our relationships that we are going to get this done. It is not through conventional policing. We are going to have to get out and get in each other's face to know our neighbors. Because we live in neighborhoods and we are not neighbors. OK? So we have to learn to be neighbors, and the BULD organization has done an outstanding job in teaching us how to be neighbors. And that is the upside of this whole thing. People are pulling together now to bring about a change in the community.

All of it right now is gelling together really well and we will continue to do that so that we will have a better cohesiveness in the neighborhood so that we can get more in the way of policing done to get the bad elements out of our neighborhood. And we are going to keep going in that direction, but that is the upside of it. But the downside of it is that what we are doing to make it bettering the inner neighborhood is moving all of the drug activity to the outer neighborhood. And what we want to do is to move as the drug activities move. We want to move with our relationships so that we can move it out of that area altogether.

Rev. TUCKER. One of the things that I see is that I think it is eight or nine BULD churches in the Oliver area, and we are working in tandem with each other to rebuild our community. We are not duplicating programs. We sat down at the table in the beginning and looked at the broad sweep of what was needed, what people told us was needed in the community. And then we decided as pastors and as lay leaders in the churches what each church would address so that we didn't duplicate services. And then I would think that the other thing is that we also go out as a group. We have walks where we go as a group and talk to neighbors, talk to the community, so that we are always a visible force in the community. We are not hiding behind the church doors, but we are going out on the street. I think they call it taking it to the streets, and that is what we are doing. And I don't think that you can do it any different. You cannot be in a relationship with somebody that you don't know.

So we are constantly out there trying to garner relationships and then maintain those relationships, because it is our belief that you cannot address a problem today, and on Eden Street, even in Preston where my church sits, for months I did not see any drug activity. Now, here it is almost a year later, and I see it just coming right back. Now, that tells me there is something we are not doing right.

Mr. CUMMINGS. Mr. Chairman, one of the things as I close, you know, you said something that is so profound, and it is something that I think we are all aware of, about how the neighborhood, how you just don't come in and tell people what to do. You try to work with them, and that is what the coalition is all about. I agree with General Dean. I was just wondering, I was just thinking, Mr. Chairman, we really need to make—I mean, with this $1 million, we need to make sure that there is consultation with the community, because I think that is very, very important. I mean, not necessarily, the community control, but right now I don't know whether—I would have to really review the legislation. There has to be some kind of consultation because it goes back to what you just said.

We can do this high intensity thing, like the targeting they are talking about, but unless you develop the relationships in the process, as soon as that intensity moves away, you haven't built the infrastructure. And I look at areas like our northeast section, like around Loch Raven and Northern Parkway, areas like that. You don't see that kind of drug activity. I am not saying that it is not there, but I mean, you don't see it. That is for sure. And that is because I think, in part, because there is better organization

maybe. I don't know. But they are determined. They stop it, they nip it in the bud. I mean, because I know a lot of those folks up there and they don't play.

So I think what we have to do is look for things, ways that we can sustain these safe drug-free type neighborhoods. But I want to thank all of you for being here. I really appreciate it.

Rev. BURLEY. Can I say one thing before——

Mr. CUMMINGS. Sure.

Rev. BURLEY. What I would like to ask, and it might be possible, it might not, a lot of what we are talking about, the panelists have never seen. Can we invite you down with us and set up a tour so you can see some of what we are talking about? See because it is something to try to visualize the picture we are painting here, but we have a picture that is greater than what we are painting here.

Mr. CUMMINGS. Let me just say something. The chairman can answer that. The drug czar and I tried to do that, and people ran like—I mean, you would have thought—but maybe we didn't do it the right way. Maybe we should have been in a car with dark windows or something, but they see—the drug czar, he came in, of course, with this gray suit and white shirt and everything, and they probably—I guess they thought—I mean, I think they kind of trusted me, but they said, oh, boy, they are getting ready to turn us in. And so he never really got a chance to see it, you know. So some kind of way, we have to figure out how to do that, because I was trying to show him some of the stuff that you are talking about, and he looked at me and said, well, you know, what are we looking for? But everybody had ran off, you know, and then the word travels very quickly, and you know, they have all kinds of codes in our neighborhoods, Mr. Chairman—what is it—Five-O. What they will do is they will say Five-O in one block, and that Five-O may travel about 10 or 12 blocks in about 30 seconds. So we just have to figure out how to do that.

Rev. BURLEY. Come talk to me.

Mr. SOUDER. We will try to do something like that. Some of these problems, they may not exactly repeat, but they rhyme in our different cities. And my hometown, one of the things I did when I first ran for Congress was I wanted—I taped a film, a commercial, that I was going to try to work to reduce the drug crime in the hardest low income area of the city. The police didn't want me to go in because they said it wasn't safe, even in the middle of the day. We went in anyway. One of our guys went to the houses around and told them what we were doing. They said they didn't mind. And you can see as I am walking down the street, they did a drug deal, boldness of sin. They did a drug deal while I am taping that you can see in the back of the commercial. It is just extraordinary, that you certainly can't come in with a bunch of protection. I would like to see some of the different things. In a way, I don't know, I think I was kind of born with a tie, but I will see if I can lose it, and see if we can work out something like that.

Mr. CUMMINGS. We will put you in a neighborhood outfit. We will give you a hat and turn it backward, and you will be——

Mr. RUPPERSBERGER. A Republican dressing like that? No way.

Mr. SOUDER. Mr. Ruppersberger.

Mr. RUPPERSBERGER. Well, look. I really appreciate this panel, and it is unfortunate that the former panelists couldn't hear this testimony. And I think Congressman Cummings and I have a job to do to educate them and to try to do some implementation. We have been talking about a lot of problems and a lot of issues, but we have to implement now. I think the Dawson situation affected everyone involved and you will never forget about it. Just like when we were talking about burying a police officer. I remember burying the first police officer when I was county executive, a man who was out on parole and he was violating his parole, you know, and this is our criminal justice system.

But I think right now the things, really, we need to look at, and the chairman and I were talking at the last break. It is just not about putting people in jail. It is not about—it is about starting from all facets within our society and our community. You are talking about dealing with the children at a young age, Head Start programs, that are at risk right now. You are talking about building pride in your community. You know, I happen to go to these neighborhoods. I must be a little crazy, but anytime I come to the city, I will drive by myself through some of the worst neighborhoods. When I was young, going to law school at night, I worked for the Division of Special Services Baltimore City, 23rd and Barkley, and Eastside-Westside project areas during the rides. And I think the citizens thought I was a police officer. That is why I am still here today.

But anyhow, what you see, and it is so wrong to see 11 and 12-year old pregnant girls. I mean, see why we have drug situations, and the peer pressure, and all those things that are happening. But how are we going to take it back? I mean, I said it before, I think. It is power to the people in the neighborhoods. Now, you are not going to have pride in your neighborhood if you go—and I just went to a large African-American church on the west side yesterday, and I drove through my neighborhoods as I do all around North Avenue and all the different areas there, and the trash in the street—and that is something I know that the mayor is constantly trying to deal with, but he can't do it himself. We have to organize our communities, and our citizens, and our children, and get our children out as a group. And say, we are going to do it, not just the government, the government can't do it all, but with everyone.

And then if there is an issue of management, as far as I am concerned, that 911, 311, that is just an issue of management. We are going to get to the mayor, you know. We have a little bit of clout, I think, with the mayor—I mean, Congressman Cummings and I. We are going to make sure that someone has to be held accountable for that type of situation. Also, what we don't do a lot is when we move up in leadership and deal with some of the issues, you have a tendency not to listen. You try to listen, but you really maybe don't listen. I was listening to every word that was said here today. And when we can listen to the issues of when you call 911, a bureaucrat or somebody, they are not trying to hurt you. They just show up and say, I have to write this report, so we had to listen. But it takes more than just the government and the police.

I am concerned about one thing, and Dr. Thompson, I am going to ask you this question. If you want to answer it, it is maybe a hot potato, but there has been a lot in the media in the last couple of years about the relationship between police department, State's Attorney and U.S. Attorney. If you don't have a functional criminal justice system, and that means, also, after people get on parole or probation. An example, you know, you might go to jail for 10 years for drugs. You are out, and you have no training. You have a parole officer that has 500 names on the list, and that person needs to be rehabilitated, and they have to feed themselves, and they have to pay for rent wherever it is. Well, if they can't get a job, where are they going to go? They are going to go right back to where they can get the money and where it is easy.

I mean, so it is an entire system that we have to work through. And hopefully, here today, by listening to your testimony, because I knew most of the things that the other ones said, to be honest with you. But it just focuses again, and you have to start with the community, and we have to listen to each one, and then we pull together. And you know, I have read about BULD, and I think BULD has done a lot of good things, and I really respect it. But BULD and any other organization, the worst way to get something done with leadership is to constantly threaten. Don't threaten them. Lay the facts on the table and say, we are going to work this together, and that is what we need to do. And I think right now the momentum should be here. We can never forget what happened with the Dawsons.

So let me ask you this—the issue of community policing. Now, when I was county executive, we had issues of too many police went too far and they let the bad guys go. You need a balance. The bottom line, what would you like to see, because I think if you have an aggressive community policing program, a police officer that you can relate to in that community, you might be able to address this 911 issue, you might be able to address if there is a threat that is out there. And then what would you like to see or what do you see as it relates to community policing the way it is working now? Real quick, though, because I know we do have to go vote.

Ms. THOMPSON. I think that in dealing with community policing, the most important thing is not only having a physical police force, but also, having citizens who think that if they call the police, the police will be responsive, and getting community members to think that they are in power to control their environment where they live. So it is not only prevention, but it is making the community a safe community for people to live in and looking at ways that people feel like they can trust who they call when they call the police. A lot of kids believe that the police are bad people, and so what we need to do is figure out a way for the young people to believe that a police officer is someone who is going to——

Mr. RUPPERSBERGER. Like the PAL program in dealing with children in a nonconfrontational way.

Ms. THOMPSON. Exactly.

Mr. RUPPERSBERGER. How about the hardest question, the criminal justice issue between the States Attorney and the police. That has to be worked out. Is it working out? I haven't heard a lot lately.

Ms. THOMPSON. You know, I think that we probably should have asked that Mrs. Jessamy come here and talk about the issues between her and the police department. I am not—I don't feel empowered to talk about——

Mr. RUPPERSBERGER. Well, it shouldn't be done publicly, because it gets worse that way. But I think maybe the Congressman and I can look into that and work that out together, because it has to be dealt with.

Ms. THOMPSON. It needs to be.

Rev. TUCKER. When I was in—I am sorry.

General DEAN. Go ahead.

Rev. TUCKER. When I was in Detroit, I worked with a program called Project Start, and it was a program that addressed the issues of parolees and people that are on probation. And all of the issues that the court mandated, because you cannot go from one place of total incarceration to freedom and then not be given the support. So the agency that I worked for was a support agency, an agency where I was a therapist, so that we did one-on-one's. I did group and one-on-one's. And we also had classrooms that the Board of Education provided for people who did not have their GED or high school diplomas, so that there was a lot of work being done before people got to their communities.

And there was this halfway house or halfway house living, and I know that my brother, who was incarcerated twice in California, I know that he—the last time, he lived on a ranch, and when I visited out there, I went to the ranch. Now, he stayed on that ranch 1 year before he was placed back in the community so that he was given some mechanisms for controlling his anger, for revitalizing the skills that he had before he went to prison, so that he could maintain himself in employment and in a viable relationship to folks in the community.

Mr. RUPPERSBERGER. And did it work?

Rev. TUCKER. And it worked.

Mr. RUPPERSBERGER. See, the research isn't there. If you look at the numbers of recidivisms, you will see that you commit a crime again and go back, I am sure they are enormous.

Rev. TUCKER. And is this with or without support?

Mr. RUPPERSBERGER. Well, the issue is that there is not enough research to give support. You have this poor parole officer who has 500 people they have to oversee. So all they do is just come in and check in. They say, do you have a job? OK. You don't? Then get one. So these are the issues we are dealing with. And we are not going to solve this here at the hearing, but my whole point for this, it is not just putting people in jail. It is a whole community issue from cradle to grave. And hopefully, we have learned today that we can make a difference, and I really respect the testimony provided by all of you here today. Thank you.

Mr. SOUDER. I want to thank you all for participating as well, and the tragedy, that I can't imagine the impact on the local community. And I hope that the drug thugs and the terrorists don't, in effect, win with this by having people not come forward. One of the, in a very small way but a different way, it directly impacted me because in my home neighborhood just a few weeks ago, we had some kids who, presumably, had been involved in narcotics and did

some minor damage at our house in an upper middle class neighborhood. But one night when I was home, my family lives there, I am in Washington much of the week, worry very much about their pressures. They were terrorizing another family in the neighborhood that was a minority family. I saw some of it, and then the question comes, am I going to witness? The police needed another witness. So when the family was being terrorized, quite frankly, none of the neighbors would talk. And so I signed a report.

Now, all of a sudden, because I am a Congressman, it is a little bit different ballgame. And the question is, is my wife going to get harassed, are the kids? They were around the other day, but we cannot let them win, and we have to figure out how—little did I know when I went onto this bill that my situation, that I was going to get caught up in one myself. Not probably the same level, and the challenges are different. In different parts of the country they are different, and in different neighborhoods. But the drugs and the crime are everywhere right now. You are just in neighborhoods where you are really fighting on the frontline, and we appreciate your testimony today, and I appreciate the members from Baltimore encouraging us to have this hearing here and learn more about it, and we will try to be back.

Mr. CUMMINGS. And I just want to say thank you to all of you, too. And to panelists and to—some people have been here all day, and I really appreciate you all being here, because this is very important.

Rev. BURLEY. I brought some folks from Oliver. Would you all stand, please?

Mr. CUMMINGS. Thank you very much.

Mr. SOUDER. OK. With that, the hearing is adjourned.

[Whereupon, at 2:22 p.m., the subcommittee was adjourned.]

[Additional information submitted for the hearing record follows:]

I

108TH CONGRESS
1ST SESSION

H. R. 1599

To amend the Office of National Drug Control Policy Act Reauthorization Act of 1998 to ensure that adequate funding is provided for certain high intensity drug trafficking areas.

IN THE HOUSE OF REPRESENTATIVES

APRIL 3, 2003

Mr. CUMMINGS (for himself and Mr. SOUDER) introduced the following bill; which was referred to the Committee on Government Reform, and in addition to the Committee on Energy and Commerce, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

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A BILL

To amend the Office of National Drug Control Policy Act Reauthorization Act of 1998 to ensure that adequate funding is provided for certain high intensity drug trafficking areas.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the "Dawson Family Community Protection Act".

1 **SEC. 2. FINDINGS.**

2 Congress finds the following:

3 (1) In the early morning hours of October 16,
4 2002, the home of Carnell and Angela Dawson was
5 firebombed in apparent retaliation for Mrs.
6 Dawson's notification of police about persistent drug
7 distribution activity in their East Baltimore City
8 neighborhood.

9 (2) The arson claimed the lives of Mr. and Mrs.
10 Dawson and their 5 young children, aged 9 to 14.

11 (3) The horrific murder of the Dawson family
12 is a stark example of domestic narco-terrorism.

13 (4) In all phases of counter-narcotics law en-
14 forcement—from prevention to investigation to pros-
15 ecution to reentry—the voluntary cooperation of or-
16 dinary citizens is a critical component.

17 (5) Voluntary cooperation is difficult for law en-
18 forcement officials to obtain when citizens feel that
19 cooperation carries the risk of violent retaliation by
20 illegal drug trafficking organizations and their affili-
21 ates.

22 (6) Public confidence that law enforcement is
23 doing all it can to make communities safe is a pre-
24 requisite for voluntary cooperation among people
25 who may be subject to intimidation or reprisal (or
26 both).

1 (7) Witness protection programs are insufficient
2 on their own to provide security because many indi-
3 viduals and families who strive everyday to make
4 distressed neighborhoods livable for their children,
5 other relatives, and neighbors will resist or refuse of-
6 fers of relocation by local, State, and Federal pros-
7 ecutorial agencies and because, moreover, the contin-
8 ued presence of strong individuals and families is
9 critical to preserving and strengthening the social
10 fabric in such communities.
11 (8) Where (as in certain sections of Baltimore
12 City) interstate trafficking of illegal drugs has severe
13 ancillary local consequences within areas designated
14 as High Intensity Drug Trafficking Areas, it is im-
15 portant that supplementary HIDTA Program funds
16 be committed to support initiatives aimed at making
17 the affected communities safe for the residents of
18 those communities and encouraging their coopera-
19 tion with local, State, and Federal law enforcement
20 efforts to combat illegal drug trafficking.

21 **SEC. 3. FUNDING FOR CERTAIN HIGH INTENSITY DRUG**
22 **TRAFFICKING AREAS.**

23 (a) IN GENERAL.—Section 707(d) of the Office of
24 National Drug Control Policy Act Reauthorization Act of

1998 (21 U.S.C. 1760(d); Public Law 105–277; 112 Stat. 2681-670) is amended—

(1) by striking "The Director" and inserting the following:

"(1) LIMITATION.—The Director"; and

(2) by adding at the end the following new paragraph:

"(2) SPECIFIC PURPOSES.—The Director shall ensure that, of the amounts appropriated for a fiscal year for the High Intensity Drug Trafficking Areas Program, at least $1,000,000 is used in high intensity drug trafficking areas with severe neighborhood safety and illegal drug distribution problems. The funds shall be used—

"(A) to ensure the safety of neighborhoods and the protection of communities, including the prevention of the intimidation of potential witnesses of illegal drug distribution and related activities; and

"(B) to combat illegal drug trafficking through such methods as the Director considers appropriate, such as establishing or operating (or both) a toll-free telephone hotline for use by

1 the public to provide information about illegal
2 drug-related activities.".

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