

EXHIBIT NO. 1

23  
9-9-08

*City of Alexandria, Virginia*

MEMORANDUM

DATE: SEPTEMBER 4, 2008

TO: THE HONORABLE MAYOR AND MEMBERS OF CITY COUNCIL

FROM: JAMES K. HARTMANN, CITY MANAGER 

SUBJECT: UPDATE ON EFFORTS TO INSTITUTE VOLUNTARY LIMITATION ON HOURS OF OFF-PREMISE ALCOHOL SALES

---

**ISSUE:** City Council receipt of the update on efforts to institute a voluntary limitation on hours of off-premise alcohol sales.

**RECOMMENDATION:** That City Council: (1) receive the staff update; (2) request staff to continue with efforts to implement the Targeted Area Plan for Substance Abuse; and (3) determine if it wishes Planning and Zoning staff to process an amendment to the Special Use Permit for 24 Express to extend the time for alcohol sales to midnight instead of 11:00 p.m.

**BACKGROUND:** City Council, at their meeting on June 24, 2008, directed staff to require the 24 Express to continue the limitation on the sale of alcohol after 11:00 p.m., while staff works to obtain voluntary compliance with other businesses on limitation of alcohol sales after 11:00 p.m. Staff was further directed to bring the item back in September for review if efforts to secure voluntary compliance were unsuccessful.

**DISCUSSION:** Staff has been unsuccessful in getting all the establishments in the immediate vicinity of the 24 Express to agree to a voluntary 11:00 p.m. cut off of alcohol sales. While the CVS Pharmacy on Mt. Vernon Avenue and the Giant grocery store on West Glebe Road agreed to a voluntary limit on alcohol sales, the 7-11 convenience stores at 3412 Mt. Vernon Avenue and 1025 West Glebe Road did not agree with the voluntary limit. On September 4, staff was advised by Steve Watson of the 7-Eleven, Inc. office of Government Affairs in Dallas that 7-11 is not agreeable to voluntarily reducing the time for alcohol sales at their Arlandria establishments to 11:00 p.m. from midnight.

Consequently, staff recommends that the 24 Express be allowed to sell off-premises alcohol until midnight, with the condition that they increase security, using off duty Alexandria Police Officers or Sheriff's deputies, from three days to seven days a week, between the hours of 6:00 p.m. to Midnight. The Police will continue current interdiction efforts, while staff focuses on implementing the education and prevention strategies outlined in the Targeted Area Plan for Substance Abuse, presented to City Council on June 24, 2008 (attached).

Staff will begin implementation of the Plan, and pursuing grant opportunities to identify funding to engage the community in prevention efforts and to support the provision of substance abuse treatment services for adult substance abusers. The Department of Mental Health, Mental Retardation, and Substance Abuse staff are leading efforts to identify needed funding. The Department of Human Services staff will continue to coordinate the implementation of the Plan.

The remainder of the Plan as outlined in the June 24, 2008 Docket Memorandum is as follows:

- Suppression/Enforcement – the Alexandria Police Department will vigorously enforce alcohol and other substance abuse related laws, e.g., public consumption of alcohol, underage drinking, drinking and driving, and the illegal distribution of alcohol and controlled substances.
- Prevention/Intervention/Community Engagement – the City’s human service agencies will solicit community input to identify alcohol and substance prevention and intervention services which will be provided directly in the targeted neighborhood, and engage residents, nonprofit agencies and other community stakeholders as partners.

**FISCAL IMPACT:** Staff proposes to seek foundation and grant funding for the additional services proposed in the Targeted Area Plan. This Targeted Area Plan includes proposed additional resources for substance abuse prevention and treatment (4 FTE’s, \$300,000), physical changes to the Detox Unit to add capacity (\$600,000 (estimate)), Drug Court program and materials (\$3,701), as well as expanded sexual and domestic violence prevention (1 FTE, \$65,000). If foundation and grant funding efforts are not successful, these program needs would need to compete for City budget funds in FY 2010.

**ATTACHMENT:** Proposed Programs and Services for the Targeted Area Plan for Substance Abuse (June 24, 2008 Report)

**STAFF:**

Debra R. Collins, Assistant City Manager for Community and Human Services

Richard Josephson, Deputy Director of Planning and Zoning

David P. Baker, Chief of Police

L. Michael Gilmore, Director of Mental Health/Mental Retardation/Substance Abuse

**TARGETED AREA PLAN FOR SUBSTANCE ABUSE  
PREVENTION/INTERVENTION/COMMUNITY ENGAGEMENT**

**(added information since June 24, 2008 report is underlined)**

**Issue:**

The Alexandria City Council asked staff to develop a Comprehensive Alcohol Policy for the Arlandria community. The following is a draft framework of existing resources City agencies offer and may be able to extend to support treatment and preventive efforts for children, families and individuals who are victims, at-risk or current substance abusers. A further recommendation will be to take this draft plan into the Arlandria community and solicit input from the residents on what they think will work best and the best venues to create opportunities to access services.

**Background:**

The substance abuse problems in Arlandria are highly complex. To effectively address them will require a thoughtful, well-researched, multi-system, multi-agency approach. Approaches must take into account the complex economic and cultural factors that affect this community's attitudes towards substance abuse and must be generated in collaboration with the community.

There is a significant amount of data and research on the problem of alcohol and other substance abuse in the Hispanic/Latino community, including evidence that Hispanics are less likely to have access to substance abuse treatment. In the development of programming to reduce substance abuse and its related problems in the Arlandria community, considerable research and planning will be required to identify the scope of the problem and barriers to treatment.

This summary is an initial draft of what staff from the Department of Mental Health, Mental Retardation and Substance Abuse (MHMRSA) recommends as an effective strategy to address the substance abuse prevention and treatment needs of the Arlandria community.

The following critical factors must be addressed when planning how best to serve this population:

- Attitudes regarding alcohol use are culturally biased. New immigrants from the South and Central American cultures may not have the same standards regarding what constitutes problem drinking.
- Many from the Arlandria community have recently emigrated from countries where the types of social services offered in the United States do not exist. Many are unaccustomed to accepting this type of assistance.
- Some persons living in this community have limited formal education and may have limited literacy skills in their native language.

- Immigrants without legal status inaccurately fear their status will be investigated if they seek services.
- There is a strong link between alcohol, domestic violence and crime.
- While the abuse of alcohol is by far the largest substance abuse problem seen by MRMRSA workers, staff is beginning to see an increased use of cocaine in persons who live in Arlandria.
- Many Arlandria residents report dissatisfaction with current AA and NA programs in the community, finding them too confrontational.
- Substance abuse prevention and treatment services must be part of a larger, community-supported effort that includes the support of key community leaders, (Eddie Reyes, Ricardo Drummond, Tenants and Workers, business owners, etc.)

## **DEPARTMENT OF MENTAL HEALTH, MENTAL RETARDATION AND SUBSTANCE ABUSE**

The Department of Mental Health, Mental Retardation and Substance Abuse (MH/MR/SA) provides a wide range of prevention, early intervention and treatment programs that address the needs of youth at-risk and their families. Mental health and substance abuse treatment for youth and families is available in a variety of settings and can be accessed by calling intake services at 703-838-6400.

### **Prevention**

#### ***Current Services***

MHM RSA currently provides a variety of substance abuse and mental health prevention services to youth in the Arlandria area. Services are delivered throughout the City, including at Cora Kelly, Minnie Howard, TC Williams, Mt. Vernon Recreation Center and at the Tenants and Workers United site. Prevention Therapists provide substance abuse screening, short term individual or group prevention counseling, education and referral services to youth/parents/school staff/other providers in response to community/school need. Staff also provides community presentations and informational displays on a variety of prevention and parenting topics.

Adult prevention services were provided by the Department in the past. However, funding for those positions was gradually cut over the years. Currently, no staff is funded to conduct community forums, educational classes, screenings, groups, and work collaboratively with other agencies, participate in community meetings, etc.

#### ***Prevention Program Design***

A successful adult substance abuse prevention program in Arlandria would require at least one FTE to provide the following services:

- organize the Arlandria community around the problem (similar to the efforts of the youth-focused Substance Abuse Prevention Coalition);
- determine the extent and specifics of the problem;
- assess risk and protective factors specific to the Arlandria community;

- identify best practices in substance abuse prevention in Hispanic communities;
- engage community members and key City staff in strategic planning around the problem;
- develop culturally sensitive messaging;
- develop and market a speakers bureau on the topics of stigma reduction, access to treatment, risk factors, and laws related to alcohol and substance abuse;
- increase access to and develop community-based groups that bolster protective factors, e.g., communication skills, anger management, access to resources, acculturation, etc;
- identify problems that community members are experiencing and make referrals to treatment and other needed resources via active outreach in Arlandria.

## Treatment

### *Current Services*

Although MHMRSA currently provides substance treatment services at all of its main sites, the majority of the treatment services are provided at its Mill Road location. Services provided at Mill Road include a 24 hour Detox Unit, an outpatient substance abuse treatment program, and an Opioid Treatment Program. The Department also provides intensive substance abuse services to inmates in the Alexandria Detention Center, and residential treatment programs for persons with substance use problems.

Staff has found that engaging Spanish-speaking persons in current programming at Mill Road has been challenging for a number of reasons.

- There is a lack of information regarding alcohol use in the Hispanic immigrant community; many people do not define alcohol abuse as a problem and are not aware that alcoholism is an addiction that can be treated.
- MHMRSA treatment staff report that almost 100% of the Hispanic/Latino persons receiving services are doing so at the direction of an outside mandated referral source (P&P, ACJS, etc). Almost no consumers come to treatment services voluntarily. This is highly related to the point above.
- Most of the people admitted to the Detox Unit as Jail Diversion cases are Spanish-speaking males; almost none of them stay beyond a few hours. Very few accept the treatment services offered. Staff report that this is often due to the fact that these persons need to return to work to support their families here, as well as their families in their countries of origin. In addition, the Detox Unit has just one staff person who speaks Spanish.
- The lack of legal documentation often prevents people from accessing services. People are afraid of what seeking services may do their immigration status.
- The location of the treatment services (Mill Road) presents a logistical challenge to many who lives in Arlandria; for many, the programs are simply too difficult to get to.
- There is a severe lack of Spanish speaking staff in MHMRSA treatment programs, making it very difficult to engage and treat Spanish-speaking persons in need of services. For example, of the 20 staff who work in the Detox program, only one speaks Spanish. Of the 17 staff who work in the outpatient substance abuse program, only 2 speak Spanish. It is extraordinarily difficult to recruit and retain Spanish-speaking treatment professionals, ~~particularly given the City's current inability to offer stipends and other enticements,~~ however the department will work on new strategies to improve in that area.

- There is no capacity within the outpatient substance abuse treatment programs to treat additional consumers; staff is all carrying very full caseloads. Indeed, the two Spanish-speaking therapists each carry caseloads 20-30% higher than their English-speaking colleagues due to heavy demand.

### Treatment Program Design

Best practice research in the field of substance abuse is clear: a combination of individual and group counseling is the most effective treatment protocol. Additionally, support from self-help groups such as AA and NA is also part of an effective treatment program. The most effective outcomes are realized by programs that are intensive, structured, and designed to meet a person's individual needs.

Many persons in need of substance abuse treatment have a co-occurring diagnosis; that is, they are experiencing both substance abuse and mental health symptoms. In addition, most persons have significant psychosocial problems (financial, housing, health, family, vocational, etc). Treatment services must be designed so that these issues can be addressed. That is to say, **a program that is designed to treat substance abuse only will fail to effectively address the substance abuse problems in Arlandria.**

A successful treatment program will:

- Work closely with police and the court system. Because our experience is that almost all Spanish-speaking persons enter substance abuse treatment at the direction of an outside source, we envision a heavy police/judicial component to a treatment program.
- Work closely with the Office on Women's Domestic Violence Program.
- Be offered in the Arlandria community and at times that are reasonably convenient to the population (evenings, weekends, etc);
- Be intensive. Consumers would participate in at least 4 groups per week, plus one individual session per week, to begin. As the individual progresses through treatment, the intensity lessens.
- Include social service supports (case management staff to address housing, financial, family and other needs)
- Include a mental health treatment component
- Include a family treatment component
- Be staffed by bilingual therapists. Current rough estimate would be three FTEs who could treat approximately 70-80 persons at a time (600-700 annually).

### ***Detox Capacity***

Many persons in need of substance abuse treatment services enter the treatment system through the Detox Unit. As noted however, almost no Spanish-speaking persons remain in the Detox Unit beyond just a few hours. To change this pattern will require that the program itself change. More Spanish-speaking staff must be available, and Spanish language programming must be implemented.

Police staff report using a very high threshold for picking-up persons in Arlandria for public intoxication. Ideally, if they used a lower threshold and brought more persons to Detox, this would allow the program to develop a more robust Spanish-speaking population.

The Detox Unit is able and willing to take more consumers; however, changes to the facility's design must be made so that the space can be better utilized (architectural plans have been finalized to accomplish this; approval to move forward is pending). Current physical plant limitations would not allow the program to admit many more consumers than it currently admits. However, with some relatively minor changes, bed capacity in the program could expand. The one-time capital cost of this expansion is estimated at \$600,000

In sum, prevention and treatment programming must:

- Be located within the community itself;
- Be organized and coordinated in collaboration with City departments and key leadership from the Arlandria community;
- Be designed to address the unique needs, barriers and experiences of the Hispanic/Latino cultures within the Arlandria community;
- Include active outreach efforts; and
- Include mental health and social service supports.

A total of four FTE's (\$300,000 annual cost) will be necessary to fully administer the proposed services in the Arlandria area.

## **DEPARTMENT OF HUMAN SERVICES**

### **Community Engagement**

Steps to engage the Arlandria community/neighborhood in the development of efforts to address the issues of Alcohol/Drug usage and Family Violence include;

- Invite and meet with representatives of the Arlandria Community/neighborhood
- Discuss the notion of building a community coalition and explore their willingness to host a "Town Hall " meeting to discuss the issues of alcohol/drug and family violence
- Listen to hear the concerns and ideas of the residents and other community stakeholders
- Determine the strengths of the Arlandria community/neighborhood
- Determine community perceptions on issues of alcohol/drug and family violence
- Identify the indigenous leadership in the Arlandria community/neighborhood
- Engage all community stakeholders and obtain "buy-in" for any proposed strategies
- Develop partnerships with residents, law enforcement and social services to determine specific services to be offered

- Recognize and understand that the Arlandria community neighborhood may have different perceptions/understandings of the issues of alcohol/drug and family violence in their neighborhood
- Build and nurture relationships with the Arlandria community/neighborhood leadership
- Follow through and deliver (no false promises)
- Recognize that differences among partners may occur at times
- Seek out other groups/entities in the Arlandria community/neighborhood, i.e., faith community, small business owners
- Recognize and utilize the strengths of the Arlandria community/neighborhood by working with existing resources; culturally specific alcohol/drug and family violence services, community organizations or cultural centers
- Determine where information is disseminated and who is listened to

### **HISPANIC ORIENTATION EDUCATION PROGRAM**

The purpose of the Hispanic Orientation Education Program is to assist Alexandria Hispanic residents integrate into the American mainstream through sensitive acculturation and self-sufficiency.

Services provided include:

- Basic English literacy classes
- Citizenship classes

In a cooperative effort with private and public agencies, orientation workshops are provided on a variety of life skills topics such as:

- HIV/AIDS prevention
- Cardiovascular disorders
- Domestic Violence
- Becoming an American citizen
- Crime prevention
- Employment

Ricardo Drumond, Program Coordinator, currently provides a basic English Literary class at the Tenants and Workers United (TWU) facility. The program can be expanded to incorporate the life skills orientation workshops into the ESL class held at TWU, Saturday mornings. The program can also expand the orientation workshops provided at the GW site. About 90 percent of the students, who attend the classes held at the George Washington Middle School, reside in the Arlandria community.

## **DRUG COURT**

Celebrating Families is a curriculum we are trying to implement for our families in drug court because it works with the entire family to address the substance abuse and other issues that impact families of addiction. It is a 16-week curriculum, designed to help families where one or both parents are involved with drugs and alcohol, and are at risk for things like domestic violence and certainly whose kids are at risk for abuse/neglect. The family drug court in Santa Clara, CA was the first to use it and it is designed for families involved in the drug court process, but could also be applied to families where addiction is an issue. Each session starts out with a family meal, followed by breakout sessions for the parents and children (based on age and developmental level), and then all come back together at the end to process. DHS can eventually open it up to other families in the community as a parenting and family resource, regardless of whether they are involved in drug court. DHS is seeking funding to cover the total cost of the program and all materials, \$3700. The website if you want more info is [www.celebratingfamilies.net](http://www.celebratingfamilies.net)

DHS staff have been talking with the Sheriff's Office regarding the possibility of starting an adult drug court here in Alexandria. Given the alcohol and other substance abuse problems in Arlandria, an adult drug court could certainly help the community as well as the offenders who clearly need treatment over incarceration. DHS staff are willing to provide technical assistance if the Sheriff's Office is interested in establishing an Adult Drug Court.

## **OFFICE ON WOMEN**

The Office on Women currently employs two full-time, grant-funded Hispanic Outreach/Prevention Specialists whose primary responsibilities are to provide crisis intervention, supportive counseling and advocacy services to Latino victims of sexual and domestic violence. Soffia Fraser works specifically with the Domestic Violence Program (DVP) and Lorena Escalante is with the Sexual Assault Response and Awareness Program (SARA).

Both employees frequently do presentations for the community and Soffia sees clients at the Arlandria Neighborhood Health Clinic on a regular basis. We also participate in all neighborhood health and community fairs. Federico Gutierrez of Arlandria Mental Health and Family Services is supervising a 10-week women's group which Soffia and Lorena have helped plan and have facilitated several of the meetings.

The SARA Program has recently been awarded funding to implement a new Sexual Assault Prevention Education initiative in Alexandria. The primary target population is middle and high school age Latino youth, ages 10-17. The goal is to increase knowledge and change attitudes of middle and high school age youth regarding sexual violence by providing sexual violence prevention education presentations utilizing the "Unequal Partners: Teaching about Power and Consent in Adult-Teen and Other Relationships" curriculum. The goal of the program is for

youth will understand the characteristics of healthy relationships, and avoid, change or end relationships that are unhealthy. Additionally, young people will avoid life-limiting problems, including unintended pregnancy, sexually transmitted infection, and emotional, physical and sexual abuse. The SARA Program is partnering with Community Lodgings, Inc. and the City's recreation centers. Groups are scheduled to begin in July.

Women's Support Group: Currently, there is a need for a weekly women's support group for Spanish-speaking victims of domestic violence in the Arlandria neighborhood. We have the staffing resource at present to conduct a women's support group, however we need space. Usually up to 10 women participate in group.

Batterer's Intervention Services: There is also a need for batterer's intervention programs for Latino men. According to calendar year 2007 AJIS (court) statistics, in domestic violence cases where a warrant was issued, 29.79 percent of the defendants were Hispanic. From 1-1-08 to 5-31-08, the number increased slightly to 30.10 percent. There are currently no batterer's intervention services offered in the City, however, the Domestic Violence Intervention Project is working with a certified program run out of Richmond who may be able to provide services here in the City. It is our strong recommendation to expand services in Arlandria in Spanish and also provide counseling and intervention to batterers on a regular basis. Sexual and domestic violence prevention targeted specifically to Latino youth is also a need. The Office on Women could provide these services if additional staffing resources (1.0 FTE) are identified at an annual cost of \$65,000.

## **COURT SERVICES UNIT**

The Court Service Unit can team with other agencies for the purposes of the substance abuse plan by providing substance abuse services for juveniles charged with offenses, supervision and services for Children in Need of Supervision (i.e. runaway, truancy, acting out in other ways), protective orders connected to domestic violence matters, prevention and intervention services for those at-risk or gang involved, and mentoring consultation on a case by case basis. CSU also has a community-based probation officer in the Arlandria community.

If more resources, funding and staff were available, CSU could provide more crime and substance abuse prevention in the community, more gang prevention/intervention direct services (Gang Intervention Prevention Education program experiencing funding), and more mentoring services (staff needed to expand Alexandria Mentoring Partnership). The Space of Her Own prevention program also serves youth from the Arlandria community.

## **ALEXANDRIA HEALTH DEPARTMENT**

The Alexandria Health Department serves the Arlandria community through various medical and health programs. The prenatal program at Casey Clinic provides prenatal care which includes nutritional and health education and depression screening and referral as indicated to both the

CSB and ANSHI's Mental Health and Family Support Services located at 3802 Executive Dr. where we also provide WIC services 3 days a week.

The Adolescent Teen Pregnancy Prevention Programs (ATPPP) currently provides programming to youth and their families in three centers in the Arlandria area. Programs for youth are located at Community Lodgings, Bruce St. Apartment complex and at the Tenants and Workers United where with financial support from the grant they have incorporated health curriculum to include substance abuse prevention in their program which serves 45 youth. The programs focus on developing life skills, values, negotiating decision making skills to delay early sexual intercourse, make healthy decisions and incorporate substance abuse prevention woven into the curriculums. This year the Department has also sent health newsletters to the parents of enrolled children 2 of which have focused on alcohol and substance abuse prevention and how to talk to your children about these issues. In the summer, children served by the Department participate with the Community Services Board in the in the K.A.T. Camp.

### **OFFICE OF HOUSING**

The Office of Housing maintains contact information for rental property owners and managers that can be used to establish contact for the purpose of eliciting perceptions of residents' needs with regard to alcohol-related services, and also to solicit cooperation in making appropriate referrals. The Office of Housing staff will also work with the Department of Human Services to set up community meetings.