Smart Policing in Action 3: Findings and Accomplishments from the Smart Policing Initiative (SPI)

Lowell SPI, Cambridge SPI, Las Vegas SPI, Savannah SPI, and CNA

March 6, 2015

Institutionalizing Evidence-Based Policing

City of Lowell, Massachusetts Police Department

Superintendent William Taylor   March 6, 2015

Agenda

- Evolution of Institutionalization with the LPD

- Practices and Principles of Institutionalization

- Developing a Plan

- Sustaining the Plan

- Challenges

Evolution of Institutionalization within the LPD

Test Strategies

Incorporate Training

Reorganization

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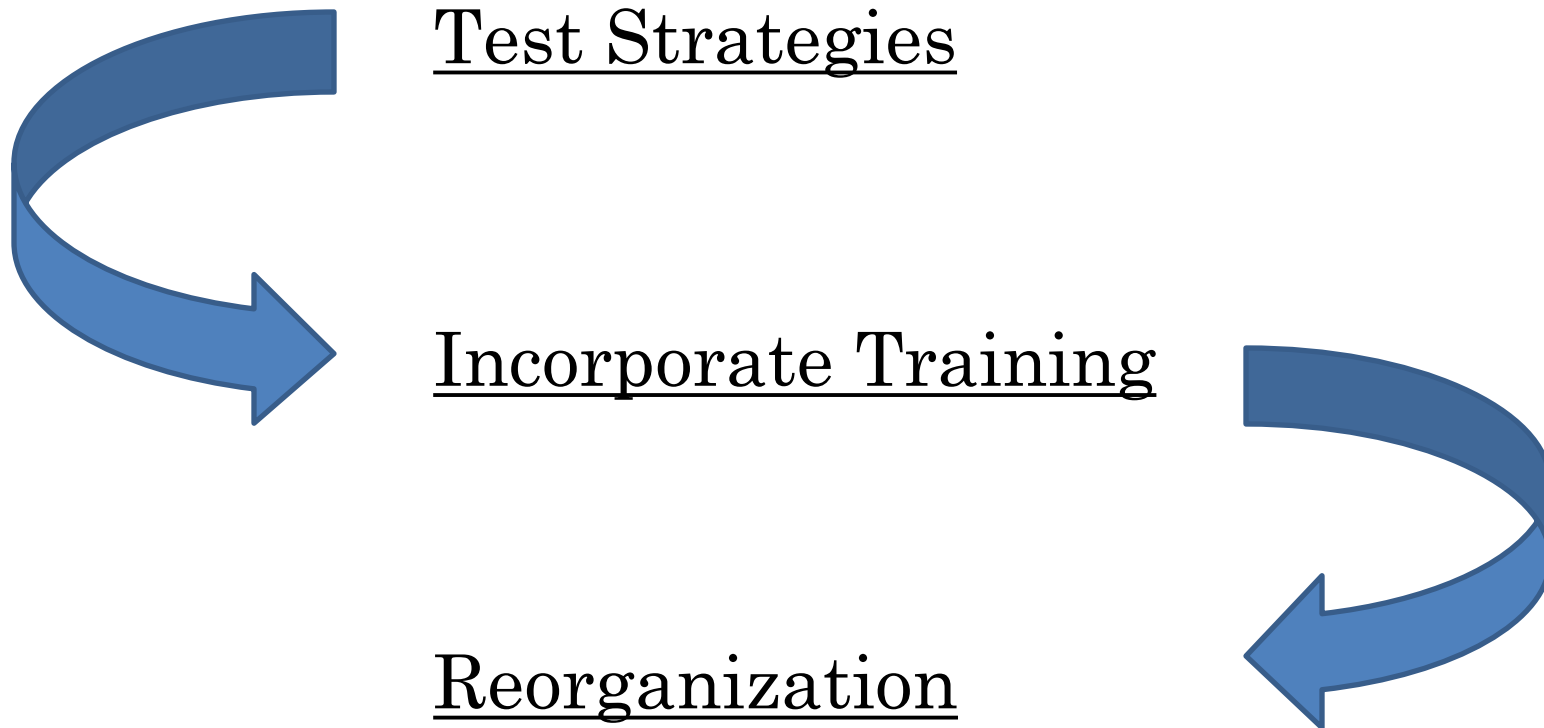
Practices and Principles of Institutionalization

- Embedding the evidence-based practices (Smart Policing) within the organization.

- Smart Policing as a concept and not a project.

- Updating policies and institutionalized practices.

Development of a Plan

Questions to ask yourself while building a plan:

Are you relying too much on outside funding while testing concepts?

Do your line level officers know the concepts?

Do your supervisors know and understand the concepts?

Who is your driving force?

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Sustaining the Plan

When do you start thinking about sustainability?

Challenges

ALL CHANGE MEETS RESISTANCE...

IF THERE IS NO RESISTANCE, THERE IS NO CHANGE.

CHANGE AHEAD

Officer Resistance	• It's just another project
Timing	• Leadership changes • Changes take time
Technology	• Delays in implementation • Does not work as planned

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PRELIMINARY RESULTS FROM A MULTI-AGENCY FOCUSED DETERRENCE APPROACH

Operation RASOR – Cambridge SPI

PRIMARY GOALS OF OPERATION RASOR

1) *Prevent future victimization and social harm of the offenders;*

2) *Reduce crime within the three cities of Cambridge (CPD), Everett (EPD), and Somerville (SPD); and*

3) *Determine whether the modified focused deterrence approach is a successful strategy.*

FOCUSED DETERRENCE

Operation RASOR

- Cross-Jurisdictional
- 3 District Courts
- Data Driven
- Social Harm
- Limited leverage
- Complete partnership with services providers
- Police assist with service delivery & case management

Pulling Levers

- Single Jurisdiction
- 1 District Court
- Officer identified
- Violent crimes
- Complete leverage
- Separate messages from providers & law enforcement
- Police typically focus on traditional enforcement efforts only

FIVE PHASES OF INTERVENTION

1) Identification

2) Outreach

3) Notification Meeting

4) Resource Delivery

5) Relentless follow up

IDENTIFICATION PHASE

* Regional database combined RMS for CPD, SPD, and EPD

* Over 300,000 unique individuals

* Over 5,000 are a defendant/ suspect and cross jurisdictional

* Algorithm used to determine social harm score
  + offense weight, role of individual, gang involvement, use of firearm, drugs, and the time lapse between the incident and the present

SOCIAL HARM

Percentage of Individuals with Percentage of Weight
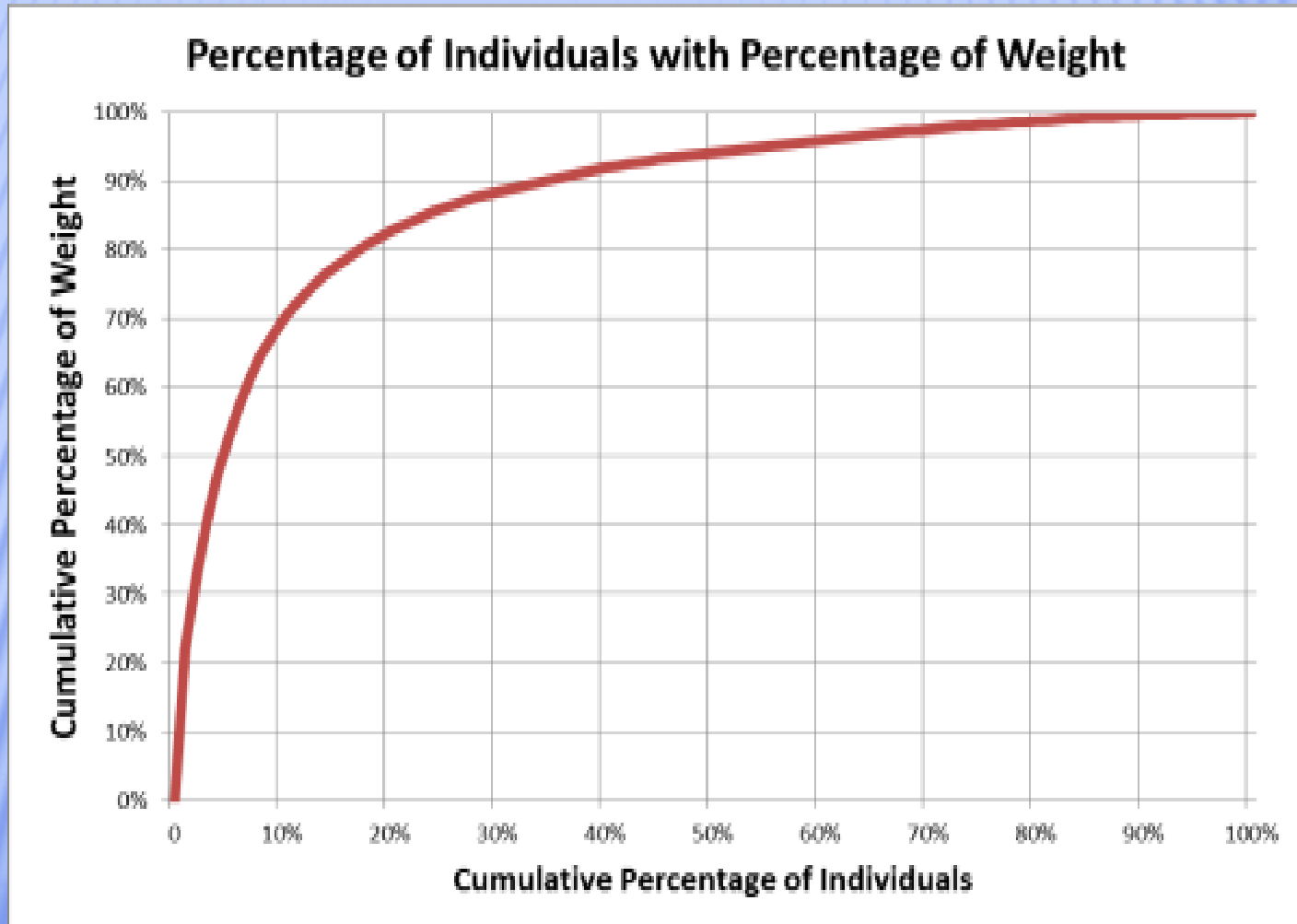
OUTREACH PHASE

- Crime analysts, police officers, and detectives develop detailed case profiles
- Each candidate is assigned a police case manager who notifies candidate of status as an impact player
- Candidates provided invitation to the notification meeting
- Case manager attempts to engage the family or friends of candidate

NOTIFICATION MEETING PHASE

- Candidates informed of the harm they are causing to communities
- Partnership between agencies are available to assist in change behavior
  - Substance abuse programs, employment opportunities, housing options, and other available services
- Continued criminal behavior will resort in a combined effort to hold candidate accountable
  - Arrests, prosecutions, and enhanced sanctions
  - Risk of punishment is higher because they are being watched

RESOURCE DELIVERY PHASE

- Participants meet with the social service provider coordinator for an assessment.

- Develop goals and an action plan

- Social service coordinator and police case manager provide follow up with participant

RELENTLESS FOLLOW-UP PHASE

* Case managers track participants
  + work with the probation, parole, prosecutors, judges, and federal law enforcement agencies to ensure adherence to desisting from criminal activity or providing necessary information for enhanced enforcement efforts
* Crime analysts present information at roll call briefings and through bulletins to officers within three cities and the broader metropolitan region

METHODOLOGY

- A randomized controlled trial (RCT)

- Randomized block design and stratified allocation for top 150 offenders on list

- Top 1-50 in database randomly assigned to Treatment & Control groups

  + allows for equal numbers of treatment and control groups for each notification meeting

OFFENDER CANDIDATES

- Not in-custody or wanted – were invited to meetings by mail and in-person visits
- Outstanding arrest warrants – police conducted warrant sweeps and if arrested and held for arraignment these offenders were invited to meeting
- In-custody – were in jail or prison so case managers arranged individual notification meetings prior to (when feasible) or upon release

THREE NOTIFICATION MEETINGS HELD

Treatment candidates self-select into two groups:

- Participants – those who chose to participate
  - Completed intake assessment & develop treatment/ action plans
  - Met regularly with their case management team
- Non-participants – those who chose not to participate (or are removed)
  - Received more intensive enforcement efforts through a plan developed for each offender by case management team

PRELIMINARY FINDINGS – COHORT 1

- 75% male
- Average age is 32 yrs
- 80% of candidates met with police case managers prior to notification meeting
- 44% of candidates attended notification meting
- 56% of candidates received enhanced enforcement efforts
- 32% of candidates are serving jail/prison time
- 28% of candidates are in treatment
- Police case managers worked an average of 12 hours per candidate

PARTICIPANT 1

* Chronic offender, about 50 arrests prior to involvement in the program.

* A&Bs, larcenies, domestics, A&B with a dangerous weapon, B&Es, resisting arrest, etc

* Homeless (staying in shelters or street)

* Case management team persuaded court to keep her in jail on a $5000 bail bond, with an expedited trial, and sentence to prison

PARTICIPANT 2

- Chronic offender, over 70 arrests prior to involvement in program
- Several restraining orders, A&Bs, domestics, intimidation, disorderly conduct, B&Es, larceny, and others
- He and his wife attended the meeting
- They were crying and hugging each other after the meeting saying, "somebody cares about us."
- He has not worked in over 30 years and is currently working, no new arrests, and looking for housing

PARTICIPANT 3

* Chronic offender, gangs, A&Bs with a dangerous weapon, intimidation, restraining order, etc
* being investigated by the FBI and Boston's Special Investigation Unit
* six months pregnant
* very cooperative with all the investigations and helped to solve some cold cases
* She has since had her baby, is working a job, taking parenting classes, and doing well

High-Crime Las Vegas: Smart Policing Strategies, Crime Rates, and Resident Perceptions of Police in Hispanic Neighborhoods

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Academy of Criminal Justice Sciences
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Crime in Las Vegas

2011 UCR Rates Per 100,000 population

Las Vegas Metro Area		U.S. National	
Violent Crime	**647.0**	**Violent Crime**	**386.0**
Homicide	4.7	Homicide	4.7
Rape	39.0	Rape	26.8
Robbery	191.0	Robbery	114.0
Aggravated Assault	412.0	Aggravated Assault	241.0
Property Crime	**2,728.0**	**Property Crime**	**2,909.0**
Burglary	812.0	Burglary	702.0
Larceny	1,495.0	Larceny	1,977.0
Motor Vehicle Theft	420.0	Motor Vehicle Theft	229.0

The Las Vegas metropolitan statistical area had a population of 1,967,721 in 2011

Research Questions

ଓ In high-crime Las Vegas neighborhoods, what are the racial and ethnic differences in the perception of both *major* crime and *minor* crime in their neighborhoods?

ଓ How do these perceptions differ (or not) from official crime data?

ଓ How might factors such as English-language fluency and nativity status explain Hispanic differences in perceptions of crime and police effectiveness?

The Smart Policing Initiative (SPI) is a collaborative consortium composed of the Bureau of Justice Assistance, CNA, and over thirty law enforcement agencies that are testing solutions to serious crime problems in their jurisdictions.

» View the SPI Sites

Hispanic Growth Patterns in Las Vegas

❧ One of the highest domestic net migration rates in the country during the early 2000's (Perry 2006).

❧ In 2012, Las Vegas had a Hispanic/Latino population that represented 30% of the total metropolitan area.

❧ Between 2000 and 2009, Clark County ranked 4th in the largest absolute growth in immigrants in U.S. cities (Wright, Tuman, and Stevenson 2011).

LVMPD "Saturation" Team

Directed Patrol

Order Maintenance

'Hot Spot' Analyses

Policing of Disorder
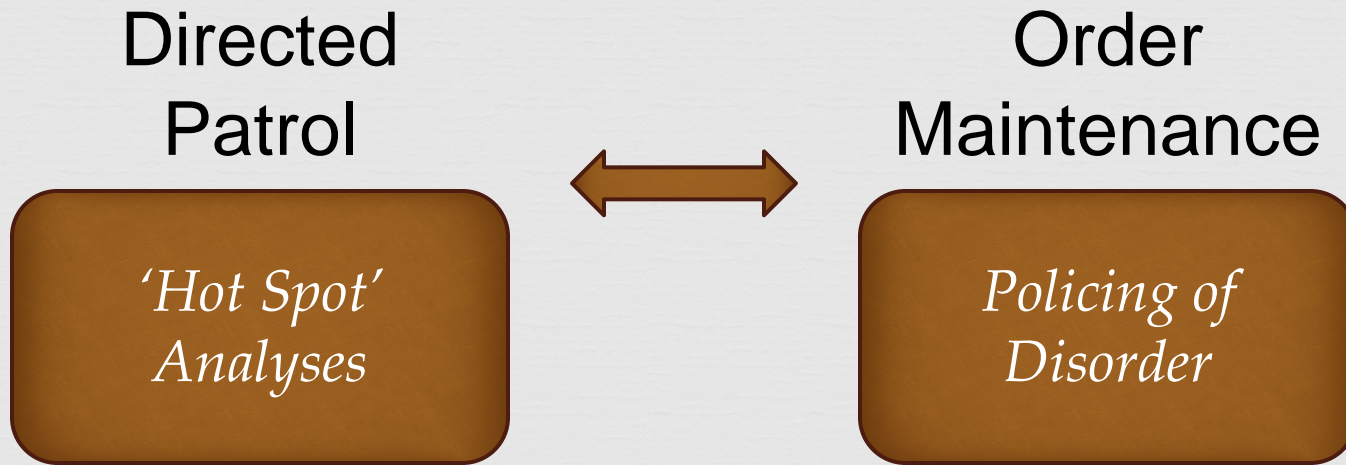
The unit is <u>proactive</u>

Officers are urged to use <u>discretion</u>

Focus is on managing <u>minor offenses</u>

Data Collection

24 high crime sector beats in Las Vegas

- Matched Pairs Design
  - 12 received saturation "treatment"
  - 12 served as control areas
- 60-day saturation treatment
- Four Waves of 60-days each
- Collect Official Crime Data
- Collect Residential Survey Data

Official Crime Data
- Calls for Service Data
  - Person stops
  - Vehicle stops
  - Disorder Calls
  - Weapons Calls
  - Violent Calls

## Residential Survey
- N=12 areas (n=821 residents)
- 6 treatment & 6 control groups
- Waves 2, 3, & 4
- Survey took place within 5 days after the 60-day period

Table 2. Residential Survey Time Period, Dates, and Sample Sizes.

Project Time Period	Saturation Dates	Survey Dates	Sample Size
Wave 2 Saturation*	May 1 to June 30, 2012	July 1, 2012	
Neighborhood #1 Control Group			*n=82*
Neighborhood #2 Treatment Group			*n=82*
Wave 3 Saturation	July 1 to August 31, 2012	September 1, 2012	
Neighborhood #3 Control Group			*n=79*
Neighborhood #4 Treatment Group			*n=109*
Neighborhood #5 Control Group			*n=81*
Neighborhood #6 Treatment Group			*n=81*
Wave 4 Saturation	September 1 to October 31, 2012	November 2, 2012	
Neighborhood #7 Control Group			*n=81*
Neighborhood #8 Treatment Group			*n=80*
Neighborhood #9 Control Group			*n=77*
Neighborhood #10 Treatment Group			*n=77*
Neighborhood #11 Control Group			*n=77*
Neighborhood #12 Treatment Group			*n=99*

* The Wave 2 residential survey was our pilot test and some surveys took place outside the 1-week post-saturation period
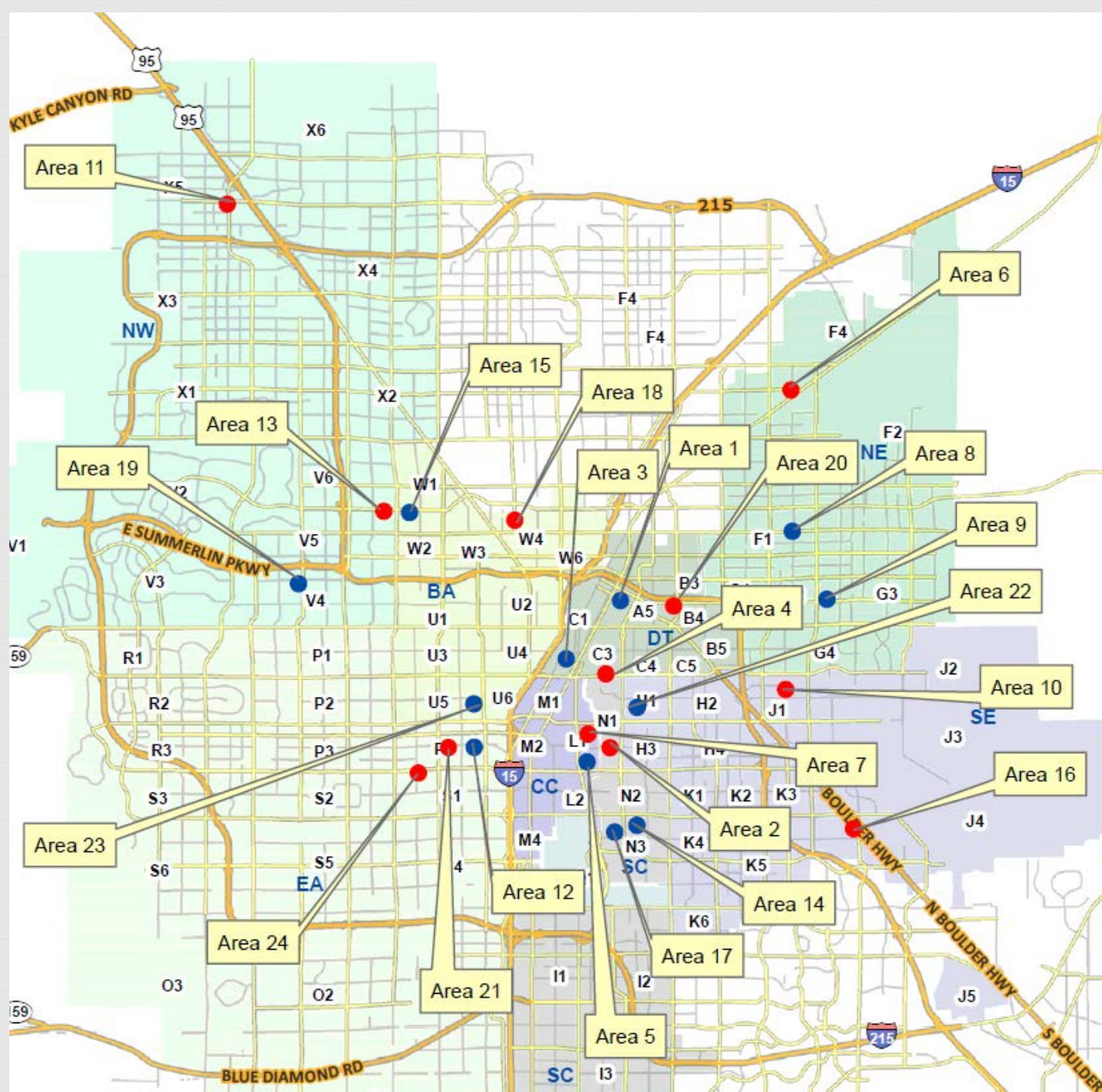
Research Question 1: In high-crime Las Vegas neighborhoods, what are the racial and ethnic differences in the perception of both *major* crime and *minor* crime in their neighborhoods?

Table 5. Perceptions of Specific Crimes by Racial and Ethnic Background

How much of each activity seems to be taking place in your neighborhood?	White	Black	Others	Hispanic/Latino
Vandalism				
Somewhat/Not Very Often	80.31	77.36	84.21	66.83
Very Often/All the Time	19.69	22.64	15.79	33.17
Disorderly Behavior				
Somewhat/Not Very Often	71.26	82.08	73.68	68.07
Very Often/All the Time	28.74	17.92	26.32	31.93
Car Break-Ins				
Somewhat/Not Very Often	93.31	96.23	84.21	85.15
Very Often/All the Time	6.69	3.77	15.79	14.85
Home Break-Ins				
Somewhat/Not Very Often	92.52	92.45	94.74	87.13
Very Often/All the Time	7.48	7.55	5.26	12.87
Domestic Assaults				
Somewhat/Not Very Often	90.16	96.23	84.21	88.37
Very Often/All the Time	9.84	3.77	15.79	11.63
Gang Activity				
Somewhat/Not Very Often	83.07	80.19	82.46	70.79
Very Often/All the Time	16.93	19.81	17.54	29.21
Drug Activity				
Somewhat/Not Very Often	62.6	64.15	68.42	51.24
Very Often/All the Time	37.4	35.85	31.58	48.76
Robbery				
Somewhat/Not Very Often	85.43	89.62	87.72	75.25
Very Often/All the Time	14.57	10.38	12.28	24.75
n=	*254*	*106*	*57*	*404*

Preliminary Results

ʘ Generally, Hispanics are more likely to perceive crime as more frequent in their neighborhoods than Whites and Blacks.

ʘ The racial and ethnic disparity between Hispanics and other groups is largest for vandalism, gang activity, drug activity, and robbery.

ʘ Drug activity is the neighborhood crime with the strongest perception from Hispanics.

Research Question 2: How do these perceptions differ (or not) from official crime data?

	Official Crime Data	% Hispanic/Latino	Ranking of Crime by Resident Perceptions				
			Overall Crime	Robbery	Domestic Assault	Drug Activity	Feel Very Unsafe
Highest Crime	Neighborhood 1	23.5	6	9	5	3	5
	Neighborhood 2	32.9	1	5	1	2	1
	Neighborhood 7	49.2	2	8	10	5	7
	Neighborhood 8	68.3	8	7	9	9	6
	Neighborhood 11	14.1	12	12	7	12	12
	Neighborhood 12	26.8	9	4	2	8	11
	Neighborhood 17	64.0	11	10	11	11	8
	Neighborhood 18	70.8	5	1	4	6	3
	Neighborhood 21	42.4	7	11	12	10	10
	Neighborhood 22	34.7	10	3	3	7	9
	Neighborhood 23	81.3	4	6	6	4	4
Lowest Crime	Neighborhood 24	74.8	3	2	8	1	2

Preliminary Results

ભ Resident perceptions of crime in their neighborhood are not consistent with official crime data.

ભ Neighborhoods that are largely Hispanic have the largest gap between _real_ crime and _perceptions_ of crime.

ભ The neighborhood with the lowest official crime rate (among our 24 neighborhoods) is perceived to be one of the highest crime neighborhoods.

Research Question 3: How might factors such as English-language fluency and nativity status explain Hispanic differences in perceptions of crime and police effectiveness?

Hispanic Perceptions of Specific Crimes by Nativity Status and Language

How much of each activity seems to be taking place in your neighborhood?	Nativity Status		Language of Survey	
	Native Born	Foreign Born	English	Spanish
Vandalism				
Somewhat/Not Very Often	70.07	65.17	64.41	72.36
Very Often/All the Time	29.93	34.83	35.59	27.64
Disorderly Behavior				
Somewhat/Not Very Often	67.15	68.54	67.97	68.29
Very Often/All the Time	32.85	31.46	32.03	31.71
Car Break-Ins				
Somewhat/Not Very Often	86.86	84.27	88.26	78.05
Very Often/All the Time	13.14	15.73	11.74	21.95
Home Break-Ins				
Somewhat/Not Very Often	82.48	89.51	88.61	83.74
Very Often/All the Time	17.52	10.49	11.39	16.26
Domestic Assaults				
Somewhat/Not Very Often	81.75	91.76	88.26	88.62
Very Often/All the Time	18.25	8.24	11.74	11.38
Gang Activity				
Somewhat/Not Very Often	71.53	70.41	66.90	79.67
Very Often/All the Time	28.47	29.59	33.10	20.33
Drug Activity				
Somewhat/Not Very Often	52.55	50.56	50.53	52.85
Very Often/All the Time	47.45	49.44	49.47	47.15
Robbery				
Somewhat/Not Very Often	70.80	77.53	75.44	74.80
Very Often/All the Time	29.20	22.47	24.56	25.20
n=	*137*	*267*	*281*	*123*

Preliminary Results

 C8 Native-born and Foreign-born residents are similar in their perceptions of crime, except for home break-ins, domestic assault, and robbery.

C8 Spanish-speaking residents have different perceptions of neighborhood crime – less likely to perceive vandalism and gang activity as serious problems.

C8 Spanish-speaking residents are twice as likely to perceive car break-ins than English-speaking residents.

Discussion

ೞ We find strong evidence for racial and ethnic disparities in perceptions of crime in Las Vegas.

ೞ Las Vegas residents living in high-crime neighborhoods perceive crime much differently from real crime.

ೞ Regression models indicate that Hispanic residents differ significantly from others in perceptions of gang activity.

Evaluation of the Savannah SPI

Evaluated by: Adam M. Bossler, PhD   March 6, 2015

Targeted Problem

- High percentage of violent crime committed by repeat offenders in the late 2000s.

- Escalation in violent offenses for individuals arrested for misdemeanor gun crimes.

- Violent crime was concentrated in specific areas of the city (Downtown and Central Precincts).

Savannah SPI

- Focused on two primary strategies:
  - (1) Identify hot spots and create holistic solutions in partnership with other state and local agencies to address those specific problems;
  - (2) Identify repeat violent offenders and decrease their recidivism by providing intensive monitoring, including electronic monitoring in some cases, and services.

- Implemented through the Savannah Impact Program
  - Multi-agency, police-funded program which provides intensive monitoring and services to high-risk offenders.

Evaluation

- Focus of the evaluation centered on:
  - (1) Evaluating the overall impact of the SPI by examining crime trends pre- and post-implementation;
  - (2) Assessing whether individuals in the Top 100 who received services at SIP committed fewer violent crimes;
  - (3) Interviewing SIP personnel, including employees of the SCMPD, parole, probation, DJJ, Juvenile Court, and service providers.

Crime Impact Analysis

- Compared Savannah's violent crime percentage change (pre- and post-implementation) with similar sized city in GA (Columbus), cities with populations of 100,000 to 249,000, and nationally
- Did not support that SPI had an impact on violent crime, robberies, and aggravated assault
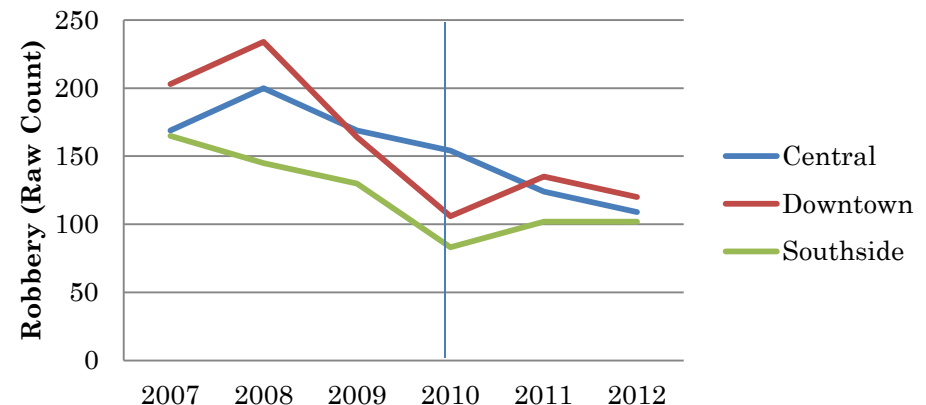
City Comparison: Violent Crime
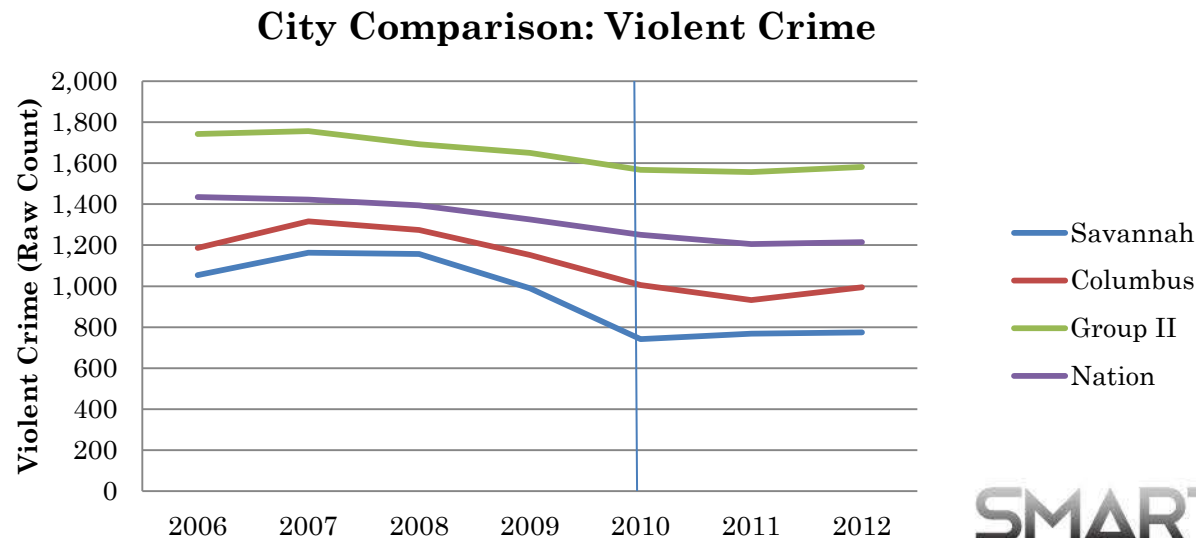
Crime Impact Analysis

- Percentage change in raw count for Central District indicated impact on both the overall amount of violent crime as well as robbery.

Violent Crime: Precincts Comparison
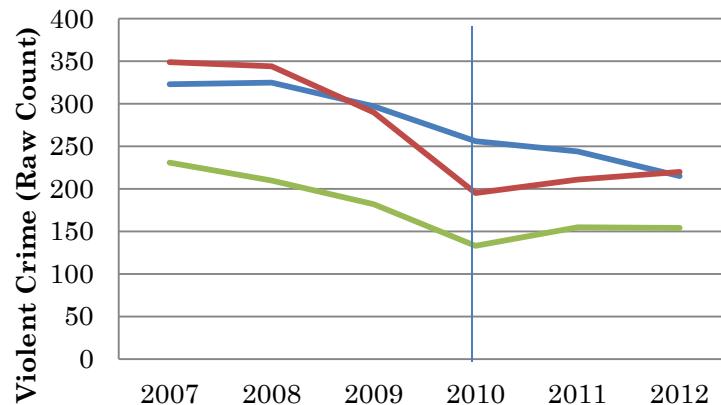
Robbery: Precincts Comparison

Top 100 Analysis

- SIP examined 2,872 offenders released from GA prisons (2008-2010) and were believed to have returned to Chatham County.
- Top 100 list (really 83) based on point system (seriousness of conviction), leading to older clientele and a re-entry program.
- Treatment group (n = 43):
  - Individuals who expressed interest in the program who did and did not receive services;
  - 60.5% (n = 26) received some form of service from SIP.
- Control group (n = 40):
  - Had intel file;
  - Not chosen randomly; consisted of individuals who were placed into that group for different reasons;
- Comparison group (n = 64):
  - Created to match the treatment group, not services group.

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Top 100 Analysis

- Dependent Variables Sources:
  - Arrest data for county through 9/30/13 (up to 30 months);
  - Suspect/never arrested (limited to SCMPD).
- Independent Variables:
  - Background
    - Race; age; release type; probation; crime type; points.
  - Interventions:
    - Whether intel file was created;
    - Treatment oriented: (for 6, 12, 18, 24, and 30 month time periods);
      - Whether received any service within that total time period (overall and for employment);
      - How many time periods they received services (overall and for employment).

Top 100 Analysis

- Univariate analyses did not indicate treatment and service groups committed fewer crimes than the control and comparison groups.

- Difference of proportion tests:
  - Treatment group that received services appeared to do better than non-services treatment group but was only significant at one time point (24 month).
  - Treatment group fared worse than other groups (more so for control group than comparison group).

- Correlations:
  - No service measure (regardless of measurement) was significantly correlated with any offending measure at any stage.

Top 100 Analysis

- Separate logistic regression models ran for each time period (6, 12, 18, 24, and 30 months), for each combination of dependent measure (arrest, violent crime arrest, combined, and combined arrest) and service measure (service, dichotomized service, employment service, and dichotomized employment service)

- Findings:
  - Age, sentence (parole), probation, and Intel not sig.
  - Generally saw that individuals who had been incarcerated for violent offense were less likely to be arrested in the future.
  - Providing treatment services reduced future offending at certain time periods if using one-tailed test of significance.

Interview Analysis

- Interviewed SIP personnel (30-60 minutes long) in January and November 2013.

- <u>General consensus:</u>

- Effective program because it consists of multiple agencies, balances treatment with enforcement, and was successfully able to provide services to high-risk offenders;

- Believed that providing services to clients improved views;

- Officers/detectives' lack of awareness about SIP changing;

- Agencies loved SIP;

- SIP improved relationships between agencies;

- Provided possible issues for police administration to examine;

- Considered the Smart Policing components sustainable because of effectiveness and because integral parts of SIP.

Conclusions and Recommendations

- Final report has advice for other agencies wanting to create Top 100 lists in order to provide services.

- Final report has advice for other cities or agencies wanting to create collaborations similar to SIP.

- SIP is an innovative program that brings multiple agencies together to better the community by monitoring and providing services to Savannah's highest risk offenders.

- It is an example of how police departments can experiment with new ideas on how to provide better services to its community members before implementing them more fully at the departmental level.

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Organizational Reform in Smart Policing

LT. Tom Woodmansee, Madison, WI Police Department, CNA Subject Matter Expert

March 6, 2015

Examples of Barriers to Organizational Reform

- The Influence of Tradition

- The Influence of the Paramilitary Organization

- Institutional Arrogance

Key Components to Organizational Reform

- Identification

- Leadership

- Organizational Goals and Core Values

- Identify and Involve Stakeholders & Partners

- Evaluation

- Sustainability

Input and Observation from Panel