Intelligence-Led Community Policing, Community Prosecution, and Community Partnerships

Intelligence-Led Community Policing, Community Prosecution, and Community Partnerships

CONTENTS

LETTER FROM THE DIRECTOR

Dear colleagues,

Professional collaboration, crime prevention, and strong community relationships are vital to criminal justice and effective policing. For this reason, the COPS Office funded the following review of the Rockland County, New York, District Attorney's Office's (RCDAO) Intelligence-Led Community Policing, Community Prosecution, and Community Partnerships (IL3CP) and its implementation in three other communities.

Researched and written by the International Association of Chiefs of Police in collaboration with the RCDAO, this document is a detailed review of IL3CP's holistic approach to crime prevention and public safety, which connects law enforcement, local prosecutors, and the community by enhancing communications and forming partnerships. Using collaboration and problem-solving strategies to prevent instead of merely respond to crime, IL3CP was designed to address public safety issues with an increased focus on prevention and diversion. It also stresses the formation of relationships with residents to identify, prioritize, and resolve problems.

Indications are that the IL3CP approach has successfully increased collaboration among law enforcement agencies and prosecutors in Rockland County and the three other jurisdictions where it's been implemented. And though this publication's assessment of crime reduction and public satisfaction are preliminary, the findings are promising.

There is much to learn from the IACP's detailed and thorough review—and I encourage you to consider adapting the IL3CP approach to your jurisdictions. While we must vigorously prosecute serious crime, we must also consider innovative approaches to public safety that encourage problem solving and collaboration and can increase procedural justice.

Sincerely,

Ronald L. Davis
Director
Office of Community Oriented Policing Services

ACKNOWLEDGMENTS

Arizona Juvenile Probation

- Vicki Vincent, Juvenile Probation Officer
- Erin O'Bryan, Juvenile Probation Officer

Arizona Department of Parole

- Patrick Pogue, Parole Officer

Mesa City Prosecutor's Office, Arizona

- Jon Eliason, City Prosecutor
- Craig Jones, Deputy City Prosecutor
- Patti Tracey, City Prosecutor

Maricopa County Attorney's Office, Arizona

- William Montgomery, County Attorney
- Jarom Harris, Assistant County Attorney

Newport News Police Department, Virginia

- James Fox, Chief of Police (retired)
- Joe Moore, Assistant Chief
- F. L. Hileman, Captain
- R. K. Hartman, Captain
- Michael Hudgins, Lieutenant
- Darryl Austin, Master Police Officer
- Donald Greathouse, Master Police Officer
- Lynn Brewer, CCIA, Crime Analysis Supervisor
- Jason McCormick, Analyst

Newport News Commonwealth Attorney's Office, Virginia

- Howard Gwynn, Commonwealth Attorney
- Valerie Muth, Deputy Commonwealth Attorney
- Tyneka Flythe, Assistant Commonwealth Attorney
- MaRhonda Echols, Youth Gang and Violence Prevention Coordinator
- Synethia Newby, Director, Victim Witness Unit

Newport News Redevelopment and Housing Authority, Virginia

- Karen Wilds, Executive Director
- Delores Young, Manager, Marshall Courts Apartments
- Carl Williamson, Director Housing Operations

Saint Paul Police Department, Minnesota

- Thomas E. Smith, Chief of Police
- Ken Reed, Executive Commander
- Robert Thomasser, Assistant Chief
- Joseph Neuberger, Senior Commander
- Jill McCrae, Commander

Ramsey County Attorney's Office, Minnesota

- John Choi, County Attorney
- Richard Dusterhoff, Director, Criminal Division
- Kim Bingham, Assistant Director, Criminal Division
- Jill Fedje, Assistant County Attorney

Saint Paul City Attorney's Office, Minnesota

- Sara Grewing, City Attorney
- Therese Skarda, Assistant City Attorney

The IACP would also like to acknowledge the assistance provided by the staff of the Association of Prosecuting Attorneys (APA) in this project:

- David LaBahn, President
- Steven Jansen, Vice President
- Robert Hood, Community Prosecution Director

The following IACP staff members participated in this project:

- Vincent Talucci, Executive Director
- John Firman, Director Research, Programs and Professional Services
- Kim Kohlhepp, Manager Professional Services
- Jerry Needle, Director (retired)
- Richard Lisko, Program Manager
- Michael Fergus, Program Manager
- Rosemary DeMenno, Program Manager
- Tracy Phillips, Senior Project Specialist
- Ben Gorban, Project Coordinator
- Jeanine Burchard, Project Specialist

EXECUTIVE SUMMARY

In September 2010, the U.S. Department of Justice Office of Community Oriented Policing Services (COPS Office) awarded funding to the International Association of Chiefs of Police (IACP) to assess an innovative approach to public safety developed by the Rockland County, New York, District Attorney's Office (RCDAO) and explore its implementation in other jurisdictions in partnership with local criminal justice agencies and the community. Rockland County's innovative approach, known as Intelligence-Led Community Policing, Community Prosecution, and Community Partnerships (IL3CP), synthesizes the philosophies of community policing, intelligence-led policing, and community prosecution into a single model that connects the criminal justice system and the community through seamless communication and partnerships.

The IACP worked with police departments and prosecutors' offices in Mesa, Arizona; Newport News, Virginia; and Saint Paul, Minnesota over a 12-month period to implement and assess the IL3CP model in each city. Given the preliminary nature of these implementations, efforts were targeted to particular high crime areas in each city, as opposed to the jurisdiction-wide approach used in Rockland County.

Overwhelmingly, police and prosecutors praised the model for its ability to improve communication, collaboration, and cooperation between their respective offices. Initial implementation of the model in the pilot jurisdictions resulted in the increased reporting of crime. However, crime rates began to decline at the end of the assessment period. While these declines fall short of formal evaluation, they are encouraging.

Based on the results of this project, the IACP believes the IL3CP model can be described as a promising model of policing that has the potential to benefit both law enforcement and prosecutorial agencies. Although the concepts of the model are not new, the synthesis of their individual components into a comprehensive approach to public safety is innovative. As a result of their initial projects, all three pilot jurisdictions expanded IL3CP projects beyond the initially targeted high crime areas to other communities within their cities that were experiencing similar problems, a testament to their satisfaction with the model.

The IACP and the originators of this program in Rockland County believe that IL3CP represents a viable and highly adaptable approach that uniquely combines three approaches, each based on their own sound principles and track records, into a single approach that addresses modern day complexities of public safety. Given the complexity of the IL3CP approach, its short implementation time, and limited resources, any attempt to convey IL3CP as "definitive scientific success" would be clearly premature. There is substantial evidence, however, that IL3CP has promise and can be used to foster improvements in collaboration both across criminal justice agencies and with the community.

This document is offered as an overview and a preliminary assessment of the IL3CP approach to crime and public safety. Our preliminary assessment and suggestions for implementing the model are offered in the hope that it encourages other law enforcement agencies to consider adapting the IL3CP approach to their jurisdictions and that more extensive and robust assessments can follow.

INTRODUCTION

In September 2010, the U.S. Department of Justice Office of Community Oriented Policing Services (COPS Office) awarded funding to the International Association of Chiefs of Police (IACP) to implement and assess an innovative approach to crime and public safety developed by the Rockland County, New York, District Attorney's Office (RCDAO) in partnership with other local criminal justice agencies and the community. This approach, known as Intelligence-Led Community Policing, Community Prosecution, and Community Partnerships (IL3CP), was associated with reduced crime levels and improved community partnerships and resulted in more efficient use of criminal justice resources—without additional costs or personnel by local agencies.

The goal of the COPS Office-funded project was to explore opportunities to implement this concept in other jurisdictions across the United States and thereby assess the viability of the approach beyond Rockland County. This document provides an overview of the IL3CP approach as implemented in Rockland County, an overview of its key elements, and details of efforts to adapt this strategy across three diverse jurisdictions: Mesa, Arizona; Newport News, Virginia; and Saint Paul, Minnesota.

This document is organized in five sections. The first section focuses on the law enforcement capacity within Rockland County, community demographics, crime, and prosecutorial responsibilities of the District Attorney's office, as well as its role in the development of IL3CP. The second section provides a conceptual and operational overview of the IL3CP approach to public safety. The third section provides a description of the pilot cities' implementation projects. The fourth section provides an assessment of IL3CP implementations in Rockland County and the three cities in which the program was piloted. The final section provides suggestions for public safety agencies interested in implementing or adapting the IL3CP approach in their jurisdictions.

Individual case study formats are used to document the implementation processes employed in the pilot cities. Descriptions of each pilot city and the agencies involved in the project are provided for comparative purposes.

The assessments conducted in this project are offered as a preliminary and rudimentary assessment of the IL3CP approach to crime and public safety. Given the novelty of IL3CP, the relatively short time frame for the project, and the lessons learned about the adaptability of this approach to different jurisdictions, a more extensive and formal evaluation would have been premature. It is hoped that this document encourages others to adapt the IL3CP approach to their jurisdictions and that a more extensive and robust series of assessments will follow.

ROCKLAND COUNTY OVERVIEW

Rockland County is a suburb of New York City, located north of New York City and bordered by the Hudson River to the east and the state of New Jersey to the west. It is the smallest county, geographically, in New York, with a total area of 199 square miles, approximately 30 percent of which is parkland. There are five towns, 19 incorporated villages, and 17 unincorporated hamlets.

Law enforcement in Rockland County is somewhat unusual. There are 13 different law enforcement agencies operating within the county with different jurisdictional responsibilities. They are listed below, according to their jurisdiction.

- Village police departments
  - Hempstead
  - Piermont
  - South Nyack
  - Spring Valley
  - Suffern
- Town police departments
  - Clarkstown
  - Haverstraw
  - Orangetown
  - Ramapo
  - Stony Point
- Rockland County agencies
  - Rockland County Sheriff's Office, Police Division
  - Rockland County District Attorney's Office, Detective Bureau
- State agencies
  - New York State Police
  - New York State Park Police

Population

According to the U.S. Census Bureau's 2010 survey, Rockland County's population was 311,687 and projected to grow to 320,983 by 2013.[1] Census data indicates that the population is extremely diverse: approximately 22 percent are foreign-born and 37.3 percent speak a language other than English at home,[2] with Spanish being the most prevalent and other Indo-European languages being the next-most prevalent.[3]

---

1. "State & County QuickFacts: Rockland County, New York," U.S. Census Bureau, accessed June 15, 2015, http://quickfacts.census.gov/qfd/states/36/36087.html.
2. Ibid.
3. American FactFinder, "Language Spoken at Home: 2009–2013 American Community Survey 5-Year Estimates, Rockland County, New York," U.S. Census Bureau, accessed June 15, 2015, http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_13_5YR_S1601&prodType=table.

Prosecutor

The RCDAO is responsible for prosecuting all felonies, misdemeanors, and violations throughout the county. Led by an elected prosecutor and staffed by 31 attorneys, 22 investigators, and 12 support staff personnel, it covers approximately 45 separate divisions with the court, including county and supreme courts, as well as local justice courts. Approximately 10,000 cases are handled each year by the office.

Crime

In the five-year period from 2003 to 2007—prior to the development of IL3CP—violent and property crimes in Rockland County, as reported by the New York Department of Criminal Justice Services (NYDCJS), reflected a downward trend, decreasing by 10.4 and 1.4 percent respectively. At the same time, violent and property crimes in the state of New York were also declining, but at greater rates: 11.6 and 10.7 percent, respectively. Figure 1 compares the numbers of violent and property crimes for Rockland County and the state of New York.

Figure 1. Crime rate comparison, Rockland County, New York, 2003–2007
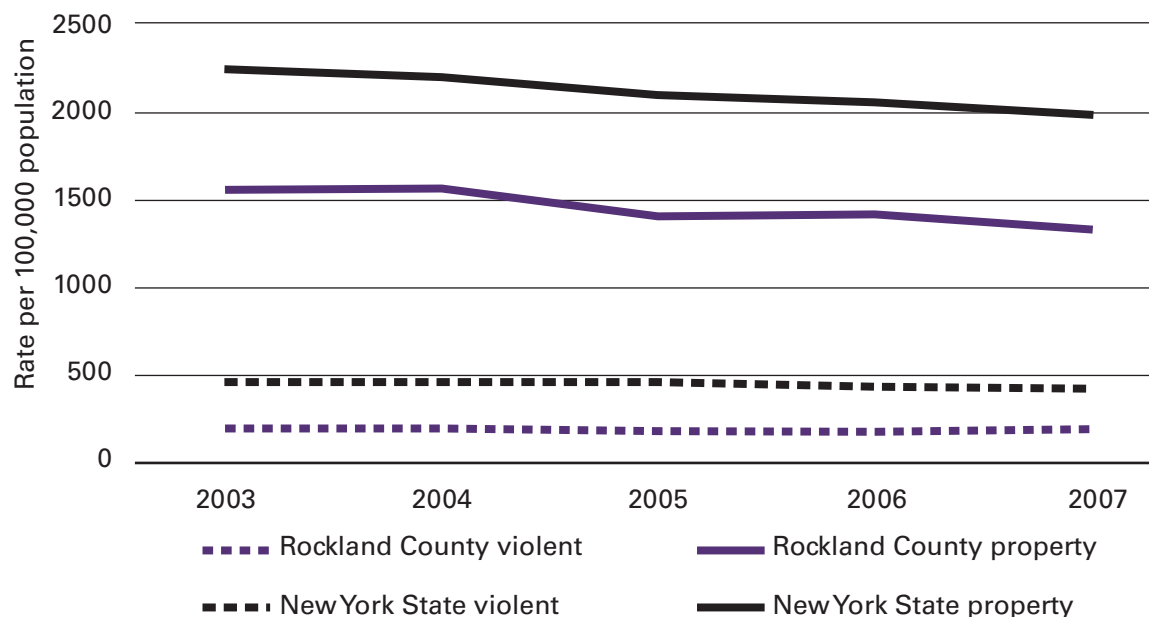
Source: "Index Crimes by County and Agency: Beginning 1990," New York State Office of Information Technology Services, accessed June 25, 2015, https://data.ny.gov/d/ca8h-8gjq.

IL3CP DEFINED

Prior to the implementation of IL3CP, law enforcement efforts in Rockland County lacked coordination among agencies and the prosecutor's office. The police would conduct their investigation, independent of other law enforcement agencies that may have an interest in the investigation; make an arrest; and hand the case off to the prosecutor's office. Similarly, prosecutors handled their cases in a vacuum; they looked at the file, spoke to victims, reviewed the defendant's criminal history, and made a decision to prosecute or make a plea offer without ever gaining the input or insight of the police officers who had dealt with the defendant. Prosecutors were, essentially, case processors, making decisions based on the papers contained in the file in front of them, without any real, actionable intelligence as to the defendant, his activities and associates, or his impact on the community. This often led to "good" deals for the defendant, constituting a slap on the wrist for someone who was a chronic problem for the police, despite his having a relatively significant criminal history. The police became frustrated and, frankly, distrustful of the prosecutors, who, in their eyes, were more concerned about conviction rates than seeking justice. This led to a lack of communication, coordination, and information sharing between law enforcement agencies and prosecutors. Both law enforcement agencies and prosecutors relied upon "numbers"—reported crimes, arrests, citations, convictions, etc.—as a measurement of their success in responding to crime.

However, RCDAO officials recognized that the tabulation and statistical analysis of crime do not, by themselves, present a clear picture of community safety. Although these standardized reports based on UCR data may indicate that crime is down (or up), a closer examination of demands for police services can lead to different conclusions and implications for the practice depending upon the data used. Further, community perceptions of safety may be very different, even contrary, to crime data or trends based on official UCR data.

Little focus was given to how crime affects local residents' daily lives, how it affects their households and neighborhoods, and what is most important to them. The need for a new orientation toward crime prevention, investigation, and prosecution was evident to Rockland County officials. This was driven by the growth in population since 2000 and changes in the nature of crime. Rockland County officials explicitly recognized that other crimes (like cybercrime and white collar crime, aside from traditional UCR defined crimes) were becoming more prominent and demanded nontraditional responses.

From this perspective, RCDAO officials identified two criteria that were critical in responding to crime in the 21st century:

1. Tracking crime solely by UCR-based crime categories is simply not sufficient in the modern era. The abundance of data available in electronic formats, advances in analytic techniques, and the changing nature of crime require looking beyond UCR data and routine crime tracking.

2. New methods are needed to understand the changes in the nature of crime, to better understand underlying patterns, and to address new issues.

These realizations led to the development of a new approach to crime and public safety in Rockland County: IL3CP, founded on a comprehensive synthesis of intelligence-led policing, community prosecution, law enforcement based on community policing, and community partnerships. This new approach is not a just a program; it serves as the guiding philosophy for all law enforcement agencies in the jurisdiction. Implemented in 2008, IL3CP continues to evolve today.

> *"We're taking an intelligence-led approach to public safety through community policing, community prosecution, and community partnerships."*
>
> — THOMAS P. ZUGIBE, DISTRICT ATTORNEY, ROCKLAND COUNTY, NEW YORK

The philosophy of community policing, as discussed by George Kelling, Herman Goldstein, Robert Trojanowitz, and others, is based on the premise that crime and disorder cannot be addressed by law enforcement without help from the community they serve. Through creative collaborations, law enforcement and citizens can significantly impact crime, as well as the fear of crime, and improve their quality of life and neighborhoods. RCDAO officials recognized that this philosophy was critical to their efforts to reduce crime in Rockland County. Subsequently, RCDAO officials sought to reach out to community stakeholders and organizations to build relationships and trust through problem-solving approaches while also strengthening existing relationships among the criminal justice and public safety agencies across the county.

Initially, the RCDAO spearheaded development of an intelligence-led approach to community safety. Because RCDAO took the lead—conducting analysis and gaining knowledge about crime patterns, criminals, and community problems across the county— actionable intelligence was developed that allowed for smarter policing among the 13 police agencies in the county, which contributed to more effective prosecution.

RCDAO officials combined the concepts of community policing with the pioneering research of Marvin Wolfgang about the concentration of crime among juveniles. Wolfgang found that 6 percent of youth born in Philadelphia in 1945 were responsible for nearly 52 percent of all crime and 74 percent of violent crime. Other research and data from crime analysis units across the country have reinforced this simple fact: a small number of active offenders are responsible for a highly disproportionate share of crime. Consistent with this truism, RCDAO refined their efforts to identify high volume offenders and share that information with all law enforcement agencies in Rockland County. Using Wolfgang's research as a model, RCDAO officials developed the Code 6 project, which focused law enforcement resources on the small number of chronic offenders. This operational focus led the district attorney to develop closer day-to-day relationships with law enforcement agencies throughout the county.

Concurrent with the development of intelligence-led efforts, RCDAO officials dramatically changed the operational philosophy of the office. Abandoning past practices of simply processing criminal cases, the RCDAO adopted an office-wide "community prosecution" model for all staff. The county was divided into geographic regions with a community prosecutor assigned to each. This meant that prosecutors actively involved themselves in crime reduction and community activities, becoming part of the problem-solving process instead of just criminal case processors. Figure 2 depicts the structure of community prosecutors within the RCDAO. This change will be discussed in more detail later in this report.

Figure 2. Rockland County District Attorney's Office, Community Prosecution Unit

Community Prosecution
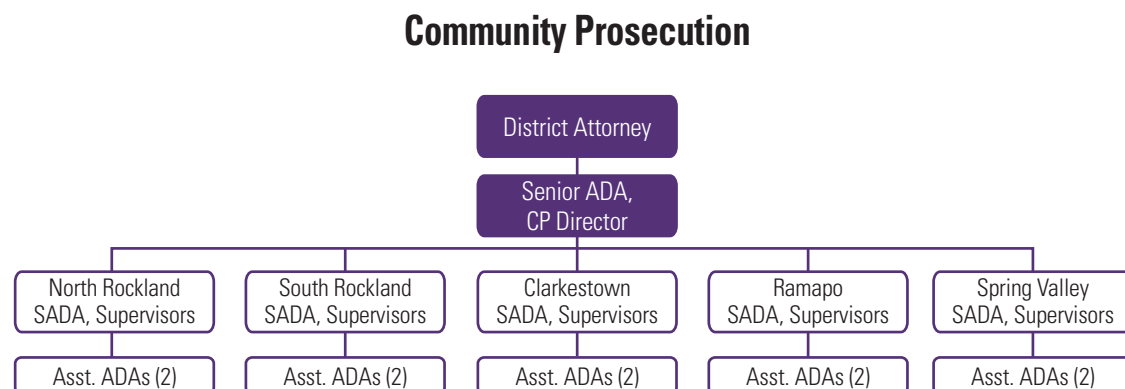
Source: Rockland County District Attorney's Office, internal document.

Notably, the initial implementation of IL3CP did not require any additional staff or funding for the RCDAO or local law enforcement agencies in Rockland County. However, RCDAO officials recognized that the IL3CP concept was a significant change in practice for both prosecutors and police. Subsequently, the initial implementation of the concept was conducted in a single community that had a history of high crime rates, quality-of-life issues, and low community collaboration. This allowed RCDAO officials to identify gaps in the implementation of the IL3CP concept and institute changes on a small scale that were easier to manage. Upon reflection, RCDAO officials recognized this decision was crucial to the successful implementation of the project on a countywide scale.

Core elements

RCDAO officials developed the IL3CP program based on four core practices: intelligence-led policing, community prosecution, community policing, and community partnerships. It is important to define these practices before we continue.

Intelligence-led policing

Through the years, many studies and national commissions have concluded that there is an inherent lack of coordination of knowledge and action in the criminal justice system. The terrorist attacks on September 11, 2001 further underscored the need for law enforcement agencies to gain knowledge, develop intelligence, and act collaboratively and efficiently to insure safety. Since then, law enforcement agencies have shifted their focus from responding to crime to collecting and analyzing information about crime to guide efforts in the investigation and prevention of it. Intelligence-led policing focuses on key criminal activity and those that commit it. Once identified, increased investigative and prosecutorial efforts are focused upon them. Originally developed in the United Kingdom, intelligence-led policing in the United States has evolved, leading to the creation of regional fusion centers staffed by local, state, and federal law enforcement personnel to supply information to a wide range of criminal justice agencies.[4]

Community prosecution

The successes of community policing have led to similar changes in prosecutors' offices, which have taken hold in many jurisdictions. Historically, prosecutors were little more than case processors with very little involvement in the communities they served. This reactive approach did little to prevent crime but instead focused on vigorous prosecution with the primary objective of meting out punishment for offenders. Community prosecution is a "grass roots approach to justice involving citizens, law enforcement and other government agencies in problem-solving efforts to address the safety concerns of the local jurisdiction."[5] In this role, the prosecutor focuses on more than just case processing. Relationships are developed with residents within the local jurisdiction to identify and solve community concerns and adjust the efforts of the prosecutor's office accordingly.

---

4. Marilyn Peterson, *Intelligence-Led Policing: The New Intelligence Architecture* (Washington, DC: Bureau of Justice Assistance, 2005), https://www.ncjrs.gov/pdffiles1/bja/210681.pdf.

5. Elaine Nugent, *The Changing Nature of Prosecution: Community Prosecution vs. Traditional Prosecution Approaches* (Alexandria, VA: American Prosecutors Research Institute, 2004), http://www.ndaa.org/pdf/changing_nature_of_prosecution.pdf.

In the early 1990s, prosecutors began working with law enforcement agencies and residents from the community to analyze problems and formulate solutions to improve community safety. In addition to vigorous prosecutions for serious incidents, nontraditional approaches were also used to address problems. Mediation and civil actions replaced traditional prosecutions when possible, particularly when the broader interests of justice and public safety could be served by less drastic measures. Intervention and diversion programs were offered to first time offenders as a way to change behavior. Prosecutors also began attending community meetings and public events to interact with residents, gain insight into community concerns and perceptions, and start to develop problem-solving approaches that stress prevention and early intervention as alternatives to relying solely on reactive and punitive approaches of traditional prosecution.

Community policing

Police have long recognized that traditional methods of fighting crime are ineffective in today's rapidly changing society. Community policing is a philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.[6] Two of the critical components of community policing are community partnerships and problem solving. Through efforts related to these components, the goal of community policing is to reduce crime and disorder that contributes to the fear of crime by accurately identifying problems in neighborhoods and then developing appropriate solutions.

Community partnerships

Working directly with community groups and individuals is an integral component for any crime reduction strategy. By engaging important and relevant stakeholders in the community who have tremendous knowledge, resources, and capacity to collaborate on issues of shared concern, law enforcement can improve responses to problems, reduce citizens' fears and concerns, and increase the overall satisfaction with police services.[7]

To facilitate partnership development, RCDAO prosecutors and detectives began to immerse themselves in the community. They attended local meetings of business associations, civic associations, neighborhood watch groups, co-op and condo boards, school districts, faith-based organizations, and other community groups to learn about their concerns. Prosecutors also began to spend significant amounts of time in the community speaking with residents, local groups, and law enforcement agency representatives to identify areas of concern and engage them in problem-solving efforts. Many of these meetings occurred in the evenings or on weekends during times when a prosecutor was typically not working. The presence of the prosecutor at these off-hour meetings was usually noted and appreciated by the community members. Through these formal and informal interactions, relationships were established and the perceived safety of the community was improved.

6.   Office of Community Oriented Policing Services, *Community Policing Defined* (Washington, DC: Office of Community Oriented Policing Services, 2014), http://ric-zai-inc.com/Publications/cops-p157-pub.pdf.

7.   Robert Chapman, "Community Partnerships: A Key Ingredient in an Effective Homeland Security Approach," *Community Policing Dispatch* 1, no. 2 (November 2008), http://cops.usdoj.gov/html/dispatch/february_2008/security.html.

It was through this close working relationship with the local police agencies and the community that prosecutors gained valuable knowledge about crime and community problems not readily apparent from statistical analyses. In conjunction with RCDAO detectives, local, state, and federal law enforcement, prosecutors analyzed the problems and formulated solutions to make the community safer.

Target initiatives

As part of the IL3CP program, the RCDAO implemented a series of high-profile initiatives designed to build relationships and increase trust in law enforcement by addressing quality-of-life concerns and other issues that fall outside of the traditional case-processing domain. Included in these initiatives were partnerships with local police departments, school districts, business leaders, and community groups. Many initiatives are not new ideas but instead involve the adaptation or introduction of traditional law enforcement functions not previously implemented in Rockland County. While some of these initiatives are enforcement oriented, many are not. Table 1 lists all current initiatives, their primary goal, and their intended recipients.

Table 1. Rockland County initiatives

Initiative Name	Primary Goal	Target Group
CompStat	Information sharing/strategy development	Law enforcement
Rockland County Intelligence Center	Information collection and analysis	Law enforcement
Code 6	Identification of chronic offenders/high volume offenders, sharing	Law enforcement
Special Victims Center	Compassionate criminal investigation	Victims of domestic abuse or sexual assault
Special Investigations Unit	Complex criminal investigations	Law enforcement
Rockland County Drug Task Force	Investigations of illegal drug trafficking	Law enforcement
High School Intervention and Diversion Program	Prevention of continued criminal activity	16- to 21-year-old high school students
Youth and Police Initiative	Build trust between youth and police	Youth to age 21
Drug Treatment Alternative to Prison	Alternative to incarceration	Chemically dependent nonviolent felony offenders
Drug Market Intervention	Elimination of open-air drug markets	Communities with open air drug markets
Underage Drinking/Drugging Diversion	Drug/alcohol awareness	16- to 20-year-olds with drug or alcohol charges
Veterans Alternative to Incarceration	Alternative to incarceration	Military veterans charged with crimes
Misdemeanor Intervention Program	Reduce recidivism	First-time misdemeanor offenders

Although all of these initiatives are important to the objectives of the RCDAO, several were critical to the development of IL3CP. A brief description of these initiatives is listed below along with their role in IL3CP.

CompStat

Early in the implementation of the IL3CP project, RCDAO officials organized a monthly update and information exchange meeting in every jurisdiction in Rockland County. Loosely modeled after the CompStat meetings originated by the New York City Police Department, the primary purpose of Rockland's CompStat meetings was to share information regarding criminal activity, trends, court case updates, and community problems. Executives and representatives from all of the police agencies within the specific jurisdiction attend, as well as the director of the Rockland County Department of Probation, the District Attorney, community prosecutors, and the directors of the Rockland County Intelligence Center (RCIC) and the Rockland County Drug Task Force (RCDTF). An agenda of pressing issues and topics is prepared with input from all parties prior to these meetings, and strategies are developed or revised to address problems or concerns. The implementation of these regular meetings was instrumental in establishing lines of communication between prosecutors and law enforcement agencies. Participants also noted that communication between prosecutors and law enforcement is much more open than it was prior to the implementation of these meetings.

Rockland County Intelligence Center

The RCIC was originally formed in 1995 to address the need to take information readily available from the community, public records, and the 12 state and local law enforcement agencies that operate in the county and turn it into useful intelligence.[8] This center is staffed by representatives from all local law enforcement agencies and overseen by the Rockland County Police Chiefs Association. The RCIC is structured such that detectives are assigned to individual areas of responsibility referred to as "desks." Currently, there are desks designated to cover gangs, terrorism, traditional organized crime, identity crime, and jail intelligence.

The RCIC houses and maintains a countywide database, the Rockland County Police Information Network (RCPIN), which gathers all crime data, offender, and intelligence information from local law enforcement and corrections agencies. The RCIC provides detailed analyses and support functions, including crime mapping, forensic accounting, cell tower tracking, GPS tracking, link and commodity charting, photo arrays, surveillance, and telephone toll analysis.

The RCIC was a critical component in the development and implementation of IL3CP. RCDAO officials maximized the use of RCIC intelligence products and resources to pinpoint crime hot spots, support criminal investigations and prosecutions, locate and arrest offenders, and identify developing crime patterns and new trends.

---

8.   Peter A. Modafferi, "The World is Flat: the 21st-Century Reality and What It Means to Law Enforcement," *Police Chief* 74, no. 5 (May 2007), http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display_arch&article_id=1185&issue_id=52007.

While much of this information is obtained through traditional law enforcement sources, some of it is obtained from relationships established with community residents—a direct benefit of IL3CP.

Code 6

A consistent finding in criminological research and an accepted truism among law enforcement practitioners is the finding that a small percentage of offenders are responsible for a disproportionate share of offenses. As first documented by Marvin Wolfgang and colleagues in a famous cohort study of delinquency in Philadelphia, 6 percent of offenders were responsible for 52 percent of all offenses.[9] Another study conducted by Lawrence Sherman found an even greater concentration in Kansas City, where just less than 3 percent of offenders accounted for 60 percent of arrests.[10]

RCDAO officials also recognized that the same pattern was present in Rockland County—a relatively small number of persons were responsible for a disproportionately high number of crimes. They also recognized that the prosecutions of cases involving those persons were frequently handled independently of each other, resulting in minor sentences that failed to stem the conduct of the individual. Subsequently, RCDAO officials established the Code 6 program to focus attention on those individuals. The core operational principle of Code 6 is consistent with the concepts of prolific offenders programs and focused deterrence, recognizing that traditional prosecutions and incarceration are best focused on offenders responsible for the disproportionate share of crime. This focus then allows alternative approaches to be directed to less serious offenders who may be diverted from full intervention in the criminal justice system in a manner that is consistent with public safety. For additional information on this initiative, contact the Rockland County District Attorney's Office at http://rocklandgov.com/departments/district-attorney/.

Special Victims Center

In Rockland County, a "special victim" is a person who because of personal circumstance or the nature of the crime has special needs relevant to the investigation and prosecution of the case. These victims include children, the elderly, victims of domestic violence or sexual assault, and those with developmental or mental disabilities, as well as those who are victims of human trafficking for sex and labor.

In June 2011, the RCDAO opened the "Spirit of Rockland" Special Victims Center (SVC) on the grounds of Good Samaritan Hospital, located in Rockland County, which is staffed by specially trained personnel located in one secure location. There, prosecutors, law enforcement, advocacy, medical and mental health, and social service agencies work collaboratively to enhance prosecutions and minimize further trauma to victims during the legal process. The SVC also provides services to victims through the use of a specially trained therapy dog intended to reduce the fear and anxiety of younger victims. The RCDAO is one of only a few law enforcement agencies in the United States to use therapy dogs in this manner.

---

9. Marvin E. Wolfgang, Robert M. Figlio, and Thorston Sellin, *Delinquency in a Birth Cohort* (Chicago: University of Chicago Press, 1972).

10. Lawrence W. Sherman, "Attacking Crime: Police and Crime Control," in Modern Policing, vol. 15 of Crime and Justice, eds. Michael Tonry and Norval Morris (Chicago: University of Chicago Press, 1992).

The SVC provides dedicated, state-of-the-art space for physical examinations, interviews, law enforcement investigators, conferences, and staff functions. The entire facility was built without expense to county taxpayers and is an excellent example of community partnerships.

Special Investigations Unit

RCDAO officials recognized the need for the investigation and prosecution of persons involved in complex criminal activity. However, the expertise needed for these investigations was not readily available in many of the town and village police departments in Rockland County. Therefore, the Special Investigations Unit (SIU) was created in 2008 to investigate, and prosecute crimes involving misuse of public funds, white collar crime, tax fraud, real estate fraud, welfare fraud, consumer fraud, and other traditional and nontraditional criminal conduct, including organized crime. Many of these crimes directly affected residents in Rockland County, primarily as victims of fraud.

Members of the SIU also probe computer crimes and multijurisdictional crimes, working in cooperation with state and federal agencies to ensure that all investigative avenues are utilized to facilitate successful prosecution and justice for the citizens of Rockland County. The SIU also supports the Code 6 program by conducting investigations of persons involved in multiple crimes throughout Rockland County.

The SIU is responsible for many of the collaborative partnerships formed with other state, local, and federal authorities, including but not limited to the Federal Bureau of Investigation, the Housing and Urban Development Office of the Inspector General, the Social Security Administration, the U.S. Secret Service, the U.S. Postal Inspector, the New York State Department of Taxation, the New York State Banking Department, the New York State Department of Labor, and the Rockland County Department of Social Services.

The SIU assists community prosecutors with target initiatives to reduce crimes involving drugs, guns, and gambling through the emphasis on the investigation of the above listed crimes. In addition, the availability of civil asset forfeiture penalties not only takes the profit out of the crime for the offenders but also brings money back into the RCDAO to continue to support the investigation and prosecution of these crimes.

Youth and Police Initiative

Rockland County's Youth and Police Initiative (YPI) is an initiative to develop relationships and build trust between youth and criminal justice practitioners. Patterned after a program created by the Massachusetts-based North American Family Institute (NAFI), the RCDAO uses this program extensively to enhance police officers' and prosecutors' understanding of the beliefs, values, and experiences of local youth while in turn ensuring that youth develop a genuine regard for the challenges that police officers face on the job. Within this context, the YPI provides structured dialogue, team building, and role playing scenarios that allow all participants—youth, educators, police, and prosecutors—to tackle the real and hard issues of crime prevention and community policing. YPI sessions are held throughout the year and taught by local police officers. Attendees for the sessions are nominated and selected by community based youth organizations within the jurisdiction hosting the program.

Since 2009, this program has graduated more than 120 students in the North Rockland, Nyack, and Spring Valley public school districts. More than 60 police officers from the Haverstraw, Orangetown, and Spring Valley police departments have taken part in this initiative, which has helped to increase trust in law enforcement while reducing delinquency and violence among at-risk teens.

Crime in Rockland County post-IL3CP

Although the tabulation and statistical analysis of crime do not, by themselves, present a complete picture of community safety, they are a necessary component of modern law enforcement. In order to objectively compare crime both prior to and following the implementation of IL3CP, a statistical analysis of crime is necessary. A review of that data provides insights into the rates of crime within a certain jurisdiction and also provides opportunities for benchmarking opportunities against surrounding jurisdictions. A review of the crime in Rockland County and the state of New York since the implementation of IL3CP in 2008 through 2012 shows a continued downward trend for Rockland County in both violent and property crime. During the same time period, violent crime for the state of New York declined, but at a slower rate, while property crime actually increased. Figure 3 displays reported crime (based on NYDCJS statistics) for both jurisdictions.

Figure 3. Crime rate comparison, Rockland County versus New York State, 2008–2012
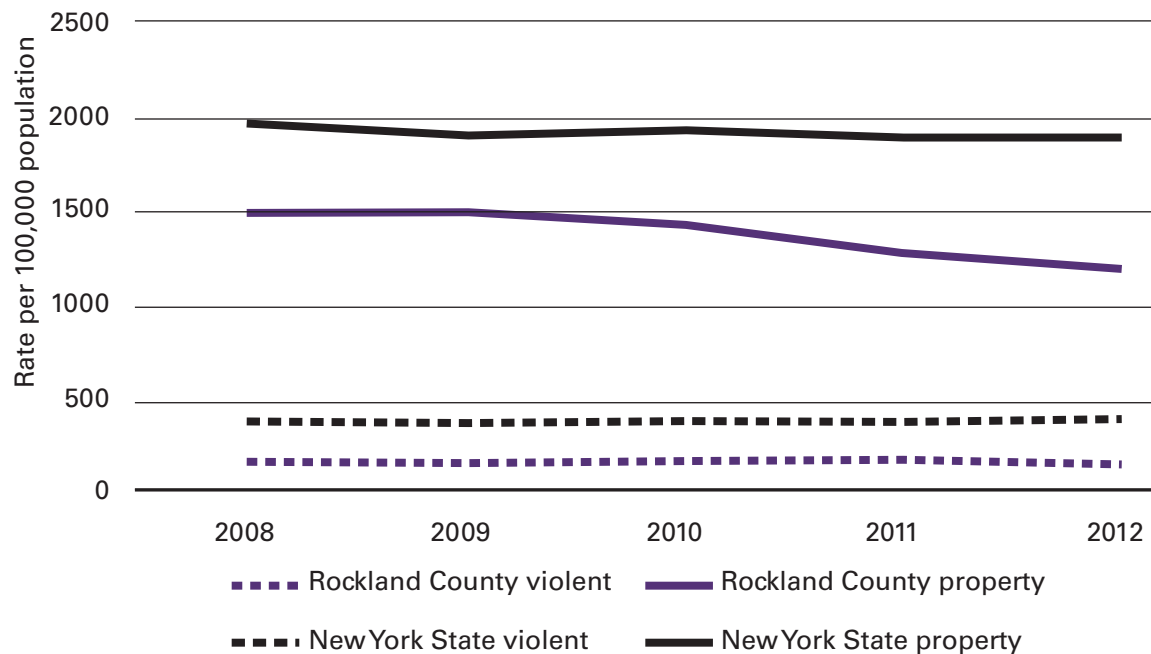
Source: "Index Crimes by County and Agency: Beginning 1990," New York State Office of Information Technology Services, accessed June 25, 2015, https://data.ny.gov/d/ca8h-8gjq.

RCDAO officials recognized that many factors, including law enforcement activity, contribute to increases or decreases in criminal activity. They also recognized that national crime trends were also declining during the same time frame as the implementation of the IL3CP. Still, RCDAO officials firmly believe that this program has contributed to the decline in crime in Rockland County through the increased cooperation, communication, and collaboration of all stakeholders.

PILOT CITIES PROJECT

Following the awarding of funding by the COPS Office, the IACP began a search for potential pilot cities to participate in the project to expand IL3CP. Selection criteria were developed to help identify pilot cities where IL3CP could reasonably be implemented. Selection criteria focused on jurisdiction similar to Rockland County in terms of population and police department size. It was also required that these jurisdictions have persistent violent crime. To ensure that a wide variety of communities was represented in the project, one pilot city each was selected in the eastern, central, and western sections of the United States.

The operational practices of local prosecution offices were also considered key in the selection of pilot cities. The existence of a community prosecution model in the city or county prosecutor's office was an important factor. While selection was not based entirely on the formal existence of a community prosecution unit, a preference was given to jurisdictions that had some level of experience implementing key elements of this practice.

Ultimately, after consideration of numerous jurisdictions, the following cities were selected as project partners: Mesa, Arizona; Newport News, Virginia; and Saint Paul, Minnesota. The various agencies that took part in the implementation process within those cities are discussed in the following section.

Pilot city implementation

Prior to the implementation of IL3CP projects in all pilot cities, representatives attended an intensive two-day class of instruction in the IL3CP model by members of the Rockland County District Attorney's Office. Topics discussed during the class included the concept of IL3CP; principles of community prosecution, intelligence information, and developing target initiatives; and the importance of establishing community partnerships. Representatives from the pilot jurisdictions also visited Rockland County to get a first-hand view of target initiatives and meet with RCDAO personnel and local law enforcement officials. Newport News Commonwealth Attorney's Office personnel also received additional training in community prosecution, because they did not have prior experience in that practice.

Pilot city agencies were asked to select a project area for IL3CP implementation and were encouraged to consider communities with historically high levels of violent crime, quality-of-life issues, or other public safety problems. This method of selection is the same method used by RCDAO officials during their initial implementation of IL3CP. Selection of individual project areas was made by all pilot city partners in their individual jurisdictions.

Prior to any implementation, IACP and Rockland County District Attorney's Office staff visited each pilot city to review project goals and objectives, provide additional training, and facilitate development of target initiatives.

A summary of each of the three pilot city projects is presented in the following sections. Summaries follow a uniform format: overview of city demographics, participating agencies, project area, crime, and community concerns. Preliminary assessments of individual pilot city projects are included at the end of each summary.

Mesa, Arizona

Mesa is the third largest city in Arizona; it is located within Maricopa County among the eastern suburbs of Phoenix. It has a land area of 136 square miles with a population of slightly more than 452,000 in 2012. It also has a large Hispanic population, nearly 26 percent, which is slightly less than the state average of 29 percent.[11]

In the five-year period from 2006 to 2010, property crime rates in Mesa trended lower than those of Maricopa County. Overall, rates steadily declined over this period for both jurisdictions. Rates of violent crime in Mesa were higher than those in Maricopa County. Overall violent crime decreased in Mesa by 14 percent, compared to a 24 percent decrease for Maricopa County. For reference, comparisons of FBI UCR property and violent crime for Mesa and Maricopa County from 2006–2010 is displayed in figures 4 and 5 respectively.

Figure 4. UCR property crime comparison, Mesa City versus Maricopa County, 2006–2010
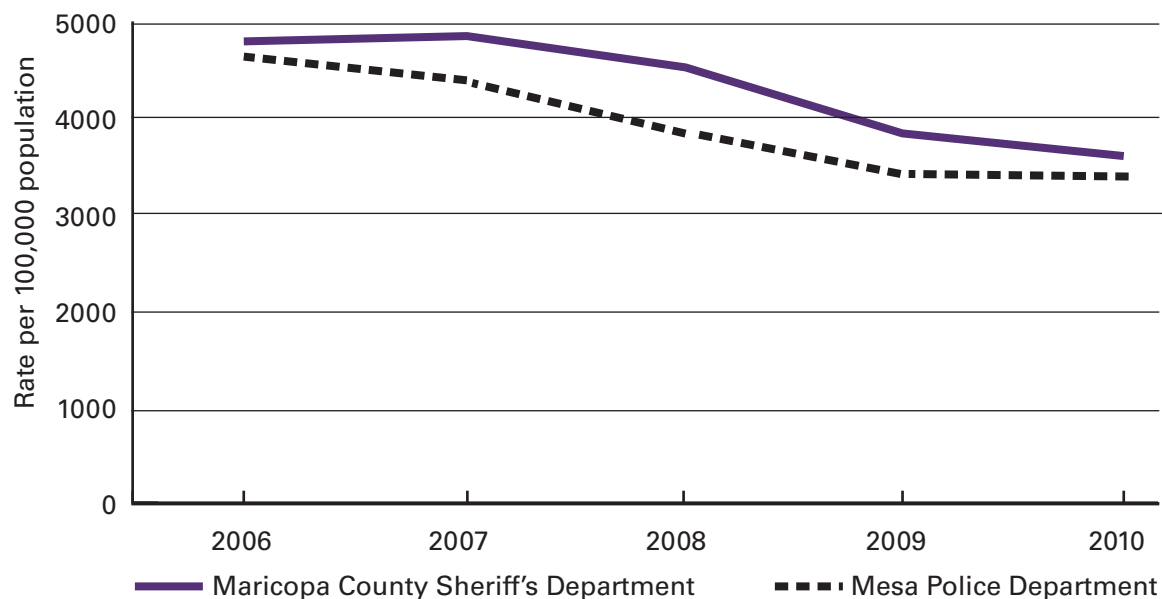
Source: "Crime in Arizona Reports," Arizona Department of Public Safety, accessed June 25, 2015, http://www.azdps.gov/About/Reports/Crime_In_Arizona/.

---

11. "State & County QuickFacts: Mesa (city), Arizona," U.S. Census Bureau, accessed June 15, 2015, http://quickfacts.census.gov/qfd/states/04/0446000.html.

Figure 5. UCR violent crime comparison, Mesa City versus Maricopa County, 2006–2010

Mesa Police Department

The Mesa Police Department (MPD) is among the largest law enforcement agencies in the Southwest. With 772 sworn officers and a total staff of nearly 1200 employees, the men and women of the department take on the daily task of providing public safety to a growing community.[12]

Through innovative management and use of cutting edge technology, the department has remained in the forefront of policing in the region. As the second-largest law enforcement agency in the Phoenix metro area, the MPD is a full service agency supported by its own crime lab, aviation unit, family advocacy center, and many other specialty units dedicated to providing exceptional police service to its residents.

The MPD is home to the East Valley Gang and Criminal Information Fusion Center, which is staffed by officers from seven different jurisdictions. Designed to be an effective mechanism to exchange information, streamline operations, and enhance crime fighting efforts within the East Valley law enforcement community by analyzing data from multiple sources, it has become a proven model of multi-agency cooperation.

Mesa City Prosecutor's Office

The Mesa City Prosecutor's Office (MCPO) is staffed by a city prosecutor and 16 attorneys responsible for preparing and prosecuting misdemeanor and city code violations that occur within the city limits of Mesa—approximately 21,800 cases in 2012. A victim services program formed

---

12. Jeffrey Thompson (lieutenant, Mesa Police Department), in e-mail to Rick Lisko, January 9, 2013.

in 1991 delivers critical services to victims of domestic violence, driving under the influence accidents, assault, criminal damage, theft, and other types of violent crime. It has provided more than 380,000 services to more than 91,000 victims since its establishment.[13]

A community prosecution unit was created in 2009 to provide a proactive, holistic approach to reducing calls for service, eradicating blight, and improving the quality of life in distinct geographical areas throughout the city.

Maricopa County Attorney's Office

The Maricopa County Attorney's Office (MCAO) is one of the largest public prosecutorial agencies in the nation, serving nearly four million residents in Maricopa County, the fourth-largest county in the United States. Working in partnership with nearly 40 separate federal, state, and local law enforcement agencies, the MCAO prosecutes more than 30,000 felony criminal cases each year and also provides civil litigation services and legal representation to Maricopa County agencies and elected officials. With roughly 900 full-time employees, the office is organized into specialized divisions with expertise in handling major crimes, juvenile offenders, appeals, investigations and victim services. The MCAO also provides numerous community outreach programs designed to prevent crime and raise awareness about public safety issues affecting the residents of Maricopa County.[14]

Project area

The project area selected for IL3CP implementation is a community known as the Doran Corridor. It is a densely populated neighborhood of mostly low-income families residing in multifamily housing units that spans less than one-half of a square mile. There are 274 residential units in the Doran Corridor. No central housing management agency exists; rental properties are managed by management companies or individual owners.

Approximately 1,275 persons reside within this neighborhood, a sizeable number of whom are believed to be undocumented immigrants. The Doran Corridor has a long history of violence and property crimes including residential burglary, theft, vehicle burglary, robbery, and assault. Gang issues, as well as drug and alcohol related crimes, are also prevalent.

A review of UCR part 1 crime for the project area from September 2010 to August 2011 revealed 18 offenses. Of those, residential burglary was the most common. Citizen initiated calls for police service during the same time period totaled 445, with loud music and disorderly subjects as the most frequent call types.[15] While those numbers do not immediately suggest a serious crime problem in the community, MPD officers have long suspected that a significant amount of crime occurring in the project area is unreported. Individual concerns about immigration enforcement, mistrust of police in the Hispanic community, and a fear of retaliation by criminals living in the

---

13. Patti Tracey (community prosecutor, Mesa City Prosecutor's Office), in e-mail to Rick Lisko, February 19, 2013.
14. Jerry Cobb (public information officer, Mesa City Prosecutor's Office), in e-mail to Rick Lisko, February 4, 2013.
15. Misty Castaneda Hinton (crime analyst, Mesa Police Department, Red Mountain Division), in e-mail conversation with Rick Lisko, January 2013.

Doran Corridor

community contribute to a reluctance by residents to report crime or suspicious activity. There-
fore, MPD officers believe that actual crime may be much greater than indicated. Table 2 displays
crime in the project area by UCR category.[16]

Table 2. Crime and calls for service in the Mesa project area, September 2010–August 2011

Offense Type	Calls for Service
Murder	0
Rape	0
Robbery	1
Aggravated assault	3
Burglary	7
Larceny	6
Motor vehicle theft	1
Total part 1 crime	18
Total calls for service	**445**

Partnership development

One of the key elements to the successful implementation of IL3CP in Rockland County was
the establishment of partnerships with governmental, business, and community groups that are
considered essential to problem-solving efforts in a project area. RCDAO officials emphasized the
need to establish relationships with critical partners early in the IL3CP implementation process.

16. Ibid.

At the outset of the project, the MPD identified specific project partners that were deemed vital to success:

• Arizona Department of Corrections

• Maricopa County Adult and Juvenile Probation Departments

• Mesa Fire Department

• Code Compliance

• City Attorney's Office

• Neighborhood Outreach Office

• Mesa City Prosecutor's Office

• Maricopa County Attorney's Office

The participation of the MCPO was significant because of the absence of formal involvement in previous projects. Representatives from these agencies formed a project team and scheduled weekly meetings to share information, identify specific community needs, and develop solutions to address them.

Project goals

Individual goals were established at the outset of the project:

• Develop community partnerships that will aid in sustaining a better quality of life for all residents.

   Objective: Identify resources that will have a direct impact on the neighborhood's and individual residents' quality of life.

• Streamline the criminal justice system by working collaboratively between the police department and prosecutor's office.

   Objective: Communicate weekly to ensure cases are completed and prosecuted in a timely manner.

• Reduce calls for service in the project area by 20 percent.

   Objective: Achieve high enforcement against top offenders combined with community education.

Project team members noted that calls for service would likely increase in the early stages of the project as residents became more interactive with the police and therefore more willing to report criminal activity. They also noted that this goal may require a longer period of time to realize than that of this project.

Community meeting kickoff

At the outset of the project, a community meeting was organized by the City of Mesa Neighborhood Outreach Office and held at a local church in the project area. Church representatives also helped to recruit attendees, some of whom were skeptical of the actual purpose. In all, 54 people attended the meeting.

Team members representing the following agencies also attended:

- Mesa Police Department
- Mesa City Prosecutor
- Maricopa County District Attorney's Office
- Mesa Fire Department
- Arizona Adult Probation
- Arizona Juvenile Probation
- Arizona Corrections

During the meeting, team members explained the purpose of the project and discussed their plans to improve community safety. The majority of the meeting was devoted to soliciting and documenting concerns from the residents. One issue that immediately surfaced was the lack of trust of all law enforcement by residents. This issue was fueled by several concerns, primarily those related to enforcement of immigration law. Other concerns included unsafe conditions of rental properties and safety issues, especially for children.

Community survey

Within a few weeks of the meeting, team members conducted a community survey in the project area to determine perceptions of crime, safety concerns, and areas of concern by residents. Surveys consisted of both fixed-response and open-ended questions. The actual surveys were completed by volunteers from a local church who visited each residence, conducting face-to-face interviews with adult residents. During time these interviews were being conducted, Mesa police officers were present in the community to ensure the safety of the volunteers. However, to guard against biased responses, officers did not accompany interviewers to the residence. A copy of the survey is included in appendix A for reference.

Two hundred seventy-four interviews were attempted, resulting in 82 responses, for a completion rate of 30 percent. Not surprisingly, survey results indicated that a majority of residents felt safer during the day than at night. In contrast, slightly more than one-third of residents (36 percent) believed that their neighborhood was unsafe after dark. Survey results regarding perceptions of safety are listed in table 3.

Table 3. Mesa survey results—neighborhood safety

Overall, how safe do you feel in your neighborhood?	Very safe or somewhat safe (%)	Neither safe nor unsafe (%)	Somewhat unsafe or very unsafe (%)
During daylight hours	76	9	15
During dark hours	51	13	36

Community concerns about crime and police activity were also captured in the survey. Respondents were asked to rate the importance of a variety of activities by the police department. Responding to emergencies, reducing drug activity, working with citizens to resolve problems, and enforcing traffic laws were top concerns.

Action plan

Using the survey results as a guide, the project team developed a plan of action to address crime and community concerns. Initial actions were intended to improve community relations and reduce crime through the arrest of wanted persons, increased patrols, enforcement of quality-of-life crimes, and the enhanced prosecution efforts of both prosecutors' offices. Team members agreed to meet weekly to share information about crime and offenders as well as to discuss progress toward individual goals.

Early efforts of the team targeted relationship-building events and crime reduction. Subsequently, community cleanup events were held on two consecutive weekends to reduce the large amount of trash dumped on streets and in vacant lots. Parolees and probationers serving community service hours provided the bulk of the manpower for these events. They removed more than 23 tons of garbage from the community. Between the cleanup events, a warrant sweep was also conducted in the community to remove persons actively involved in criminal activity. The sweep was conducted on a weekday with the expectation of locating the greatest number of wanted persons. Ultimately, 23 arrests were made, several for felony crimes.

On the weekend following the last community cleanup, the project team organized a safety expo and Halloween event for local youth. The event was very well attended, attracting more than 700 area residents. This was the City of Mesa's most well attended safety expo, in part because of the location of the event in an inner-city neighborhood where residents could attend without leaving their community. Previous expos were held at public venues, such as shopping malls, that required attendees to travel by car or public transportation. Community service providers also participated in the expo and offered a variety of assistance to area residents.

Other target initiatives included the following:

Code enforcement. The Mesa Fire Department, Code Compliance, and the MCPO began citing absentee landlords for unsafe housing and living conditions in an effort to improve safety for renters and the overall appearance of homes in the community. Because many property owners live out of state, this effort was unusually challenging. However, critical safety repairs were made to several residences and property owners became more responsive to requests from tenants to perform regular maintenance. One property owner even traveled from out of state to attend a community meeting. More important, this effort was successful in improving substandard living conditions for numerous residents. It also significantly improved relationships between community members and government officials.

Youth employment training program. Survey results indicated that employment training and opportunities were a high priority. Using existing state grant funds, the project team created a Youth Employment Training Program to teach basic skills needed by area youth to obtain a job. Instruction in job application completion, interview techniques, and communication skills was highlighted. Local businesses were recruited to employ graduates of the training program. Several graduates successfully obtained jobs as a direct result of the program and it remains an active part of the community.

Holiday toy drive. The MPD, Red Mountain Division Community Interdiction Neighborhood Enforcement Team (CINET), and Crime Prevention Unit have partnered with the W. Steven Martin Toy Drive for several years to deliver Christmas presents to needy children living in impoverished neighborhoods. In 2011, the project team prioritized families in the project area that were in need of this assistance. Recipient families were selected based on police contacts with residents, local churches, area schools, and the Mesa Center Against Family Violence. More than 200 gifts were wrapped and delivered, along with 30 food boxes, to the selected families.

Adult leadership action team. Created to get community leaders involved in their neighborhood, the adult leadership action team's objective was to empower residents to take control of their community and solicit assistance from the IL3CP project team when needed. Meetings were held at a church located within the project area. Although the project team was able to identify several good contacts and develop partnerships with several individuals, the effort to develop an autonomous team did not succeed. Team members cited the high turnover of individuals residing in the project neighborhood as a likely cause.

Neighborhood appreciation day. A community event similar to the safety expo was organized to celebrate successes within the community. The event was held at a local church and attracted several hundred area residents.

High enforcement projects. Several high enforcement initiatives were conducted in the project area by uniformed and nonuniformed officers. Representatives from the MPD and the Maricopa County Probation Department conducted joint warrant roundups; patrol officers conducted roll call briefings in the project area using a mobile command post; and one animal enforcement initiative was conducted by the Animal Control Unit. City and county prosecutors participated in every enforcement initiative and identified cases involving violent persons or chronic offenders for enhanced prosecution. Throughout the project period, a total of 372 arrests were made; 243 were processed in the city court and 129 were processed in the county court.

Community meetings. Regularly scheduled community meetings were held in the project area during which team members from the police, the city and county prosecutors' offices, the fire department, and the Mesa Neighborhood Outreach Office attended. Results of recent community and enforcement activities were shared with residents and planned activities were discussed. Community concerns and input for future activities were also solicited from residents. Meetings were intentionally held on the same dates as other community activities such as the Youth Employment and Adult Leadership Programs to provide opportunities for project team members to engage entire families at the same time instead of just a single member. Attendance at these meetings steadily increased throughout the project period.

Community cleanup events. In response to urban blight factors and numerous complaints about trash in the neighborhood, several community cleanup events were held. Probationers provided manpower, and large trash containers were brought in as part of the City of Mesa's Clean Sweep project. Four separate cleanup events were held. As the cleanup events continued, resi-

dents also participated. In addition, a curb painting event was held in which numerical addresses were painted on the curb in front of each residence to make them more readily visible to emergency responders. Manpower for this event was provided by juvenile probationers, supervised by their probation officers.

Project results
Crime

A review of crime in the community during the project period revealed an increase from 18 to 23 UCR part I crimes, a 27.7 percent increase over the 12-month period prior to the project. This increase was substantial considering the low number of part I crimes prior to the project period and contrary to the overall goal of reducing crime. This was, however, not entirely unexpected. Greater reporting of criminal activity by residents was strongly encouraged throughout the project. Residents responded accordingly, especially during public events or one-on-one interactions. Although concerned about the increase in crime, team members were encouraged by their success in establishing relationships and building trust in the community. Table 4 compares the types of part I crimes prior to and during the project period.[17]

Table 4. Part I crime comparisons before and during the Mesa, Arizona, project period

Part I Crime	Murder	Rape	Robbery	Aggravated Assault	Burglary	Larceny	Motor Vehicle Theft	Total
2011–2011	0	0	1	3	7	6	1	18
2011–2012	0	0	1	8	3	10	1	23
Change (%)	n/a	n/a	0	167	-57	67	0	27

As indicated in table 4, the greatest increases occurred in aggravated assaults and larcenies while reductions in burglaries were the most pronounced. Team members also noted that the majority of part I crimes were reported during the first six months of the project (15 crimes) while only eight crimes were reported during the last six months. Team members were hopeful that the increase in crime would be temporary and would decline over time, even after the project period ended.

Goals and objectives

At the conclusion of the project period, team members reviewed their progress toward their original goals. The results are listed below.

Develop community partnerships that will aid in sustaining a better quality of life for all residents.
Team members specifically point to the Youth Employment Program as the best example of a community partnership that has already improved the quality of life for some residents. This program was designed as an interdiction effort for vulnerable youth. It involved not only local residents but also local businesses and other government agencies not usually associated with crime reduction efforts. A local news story about the employment program prompted phone calls from government officials and local business owners who offered additional assistance and potential jobs.

17. Ibid.

In addition, team members reported that trust and the flow of information from residents about criminal activity increased. Officers regularly receive information about drug activity or wanted persons during community events and casual encounters. Previously, this type of information was rarely reported by residents within the Doran Corridor.

"In a year's time, we've already broken down a lot of barriers."
— Detective John Fitzgerald, MPD Community Interdiction Neighborhood Enforcement Team

Streamline the criminal justice system by working collaboratively between the police department and prosecutors' offices. The MPD already had a good working relationship with both the MCPO and the MCAO. However, project team members from both offices, as well as the police department, indicated that the level of communication, cooperation, and participation by all three agencies has never been better. Specifically, the participation of the Maricopa County Attorney's Office generated a high level of enthusiasm among team members from the police, parole, and probation agencies, as well as the Mesa City Prosecutor's Office. Previous efforts to involve that office in local projects were not as successful as desired.

Team members from the Maricopa County Attorney's Office and the MCPO attended community meetings and public events, assisted with instruction in the Youth Employment Program, and helped to recruit other agency partners. The MCPO also took the lead in forcing absentee landlords to repair dilapidated properties and bring them up to current code. The City of Mesa Code Compliance and the Mesa Fire Department were significant partners in this effort.

Update: As a direct result of this project, the Maricopa County Attorney announced in March 2013 that the assignment of criminal cases would shift from a random assignment to a geographic model wherein prosecutors would be assigned cases from a specific geographic area. Geographic assignment of cases is a core element of community prosecution and represents a significant step in expanding positive working relationships between prosecutors and police.

Reduce calls for service in the project area by 20 percent.
During the project period, the number of calls for service actually increased from 445 pre-IL3CP implementation to 536 during the project period—an increase of 20.4 percent. While this increase would normally be interpreted as a lack of progress toward this objective, in retrospect team members came to view it as a success. During the numerous community meetings, public events, and enforcement activities, residents were strongly encouraged to call police to report criminal activity. At the same time, Mesa police officers also significantly increased self-initiated activity in the community targeted at reducing concerns raised by residents. Officer initiated activity increased by 46 percent compared to the pre-implementation period, with traffic stops being the most frequent officer-initiated activity. Team members concluded that the increased communication with residents coupled with the high level of police activity in the community contributed to this increase. Figure 6 on page 26 compares officer initiated activities in the project area prior to and during the project period.

Figure 6. Officer-initiated incidents before and during the Mesa, Arizona, project period
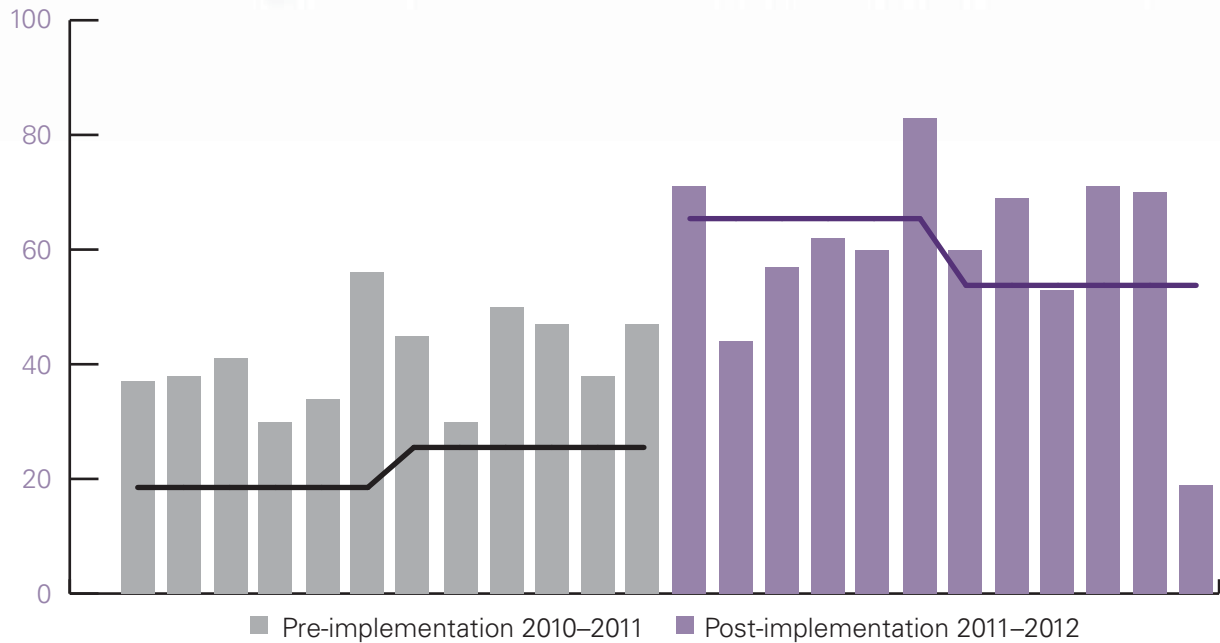
Source: Misty Castaneda Hinton, e-mail (see note 16).

An analysis of average monthly calls for police service revealed a pattern of activity consistent with what team members expected: an increase in the initial months of the project but a decline near the end of the project, as compared to the previous year. Figure 7 depicts this downward trend in six-month averages of calls for service.

Figure 7. Calls for service monthly trends before and during the Mesa, Arizona, project period
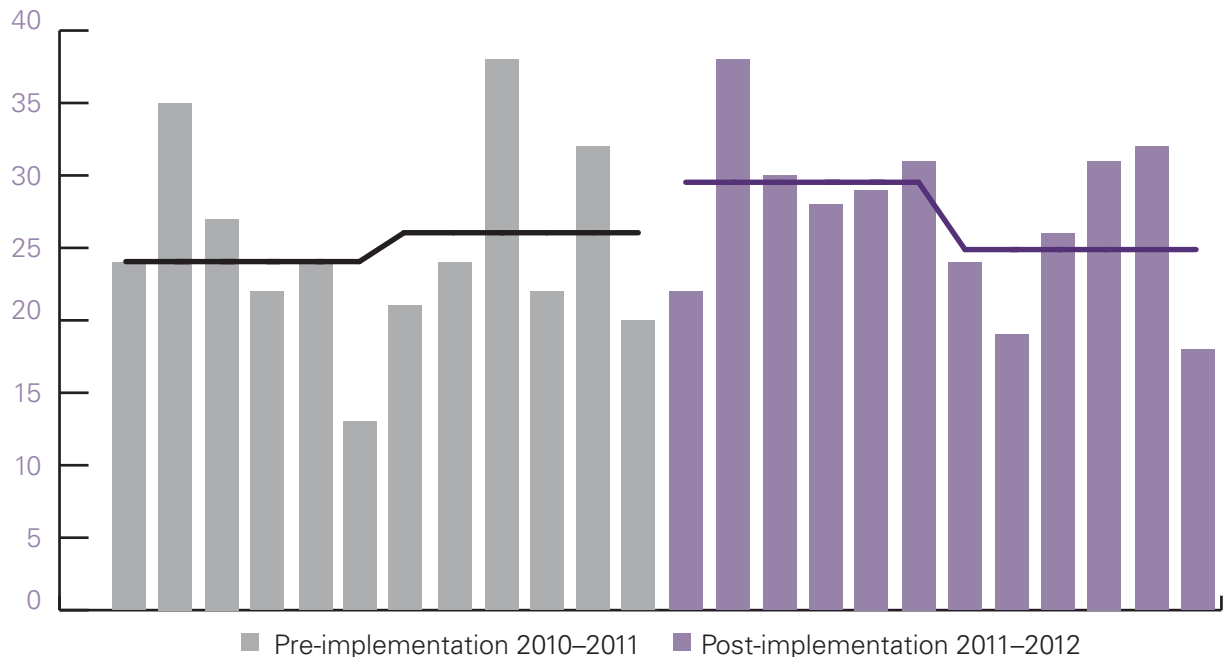
Source: Misty Castaneda Hinton, e-mail (see note 16).

Additional project outcomes

In addition to the programs and initiatives previously mentioned, team members also cited several unexpected results of the project:

• A full time probation officer was assigned to the MPD's Community Interdiction Neighborhood Enforcement Team (CINET), a high enforcement unit assigned to work in neighborhoods with violent crime problems. In addition, a probation officer has been assigned full time to the East Valley Fusion Center, housed in the MPD.

• A full-time community prosecutor from the MCAO was established in Mesa. Prior to the implementation of this project, criminal cases handled by that office were assigned to a prosecutor by type of crime—child abuse, rape, robbery, etc.—or by random assignment. Through the assignment of a full time community prosecutor, all cases originating from the project area were assigned to a single prosecutor regardless of the type of crime. Officers from the MPD considered this change in practice to be a significant and positive change by the MCAO.

• Using probationers during neighborhood cleanup projects allowed probationers the opportunity to complete required public service hours while producing the positive effect of cleaning up a neighborhood. Several probationers lived in the project area and saw the direct impact of their efforts.

Update: In the six-month time period following the conclusion of the project (September 2012 to March 2013), calls for service continued to decline to a level that was lower than the same six-month periods both prior to and during the project. This decline reaffirmed team member expectations about continued declines in calls for service.

Based on the promising outcomes of the initial pilot project, the IL3CP approach was expanded to an additional community in Mesa, Guerro Park, a neighborhood that has similar crime problems and community concerns.

Newport News, Virginia

Located on the southeastern portion of the Virginia Peninsula, the city of Newport News has a rich history of American heritage, military operations, and shipbuilding. The city, which is 69 square miles, extends 25 miles along the James River but is only seven miles wide at its widest point. With a population of more than 181,000, it is the home to a variety of military personnel because of the close proximity of facilities from every branch of the armed forces.[18] Census data reveal that in 2010 almost half of the population (49 percent) was white while approximately 41 percent was African American. These population rates differ from state averages of 68.6 percent and 19.4 percent, respectively. Fewer than 8 percent identified themselves as being of Hispanic origin, which is consistent with state averages.[19]

---

18. Richard K. Hartman (captain, Newport News Police Department), in e-mail to Rick Lisko, January 15, 2013.
19. "State & County Quick Facts: Newport News (city), Virginia," U.S. Census Bureau, accessed June 15, 2015, http://quickfacts.census.gov/qfd/states/51/5156000.html.

In addition, approximately 15 percent of the population lived below the poverty level—slightly more than the 11 percent average for the state of Virginia[20] but on par with the 15 percent average for the entire United States.[21]

Violent crime and property crime rates have declined since 2006 both in Newport News and the Commonwealth of Virginia. During that same time, the population of Newport News has fluctuated from a low of 177,000 in 2007 to a high of 195,000 in 2010. For reference, UCR crime rates for both Newport News and the state of Virginia from 2006 to 2010 are displayed in figure 8.

Figure 8. UCR crime comparison, Newport News versus State of Virginia, 2006–2010
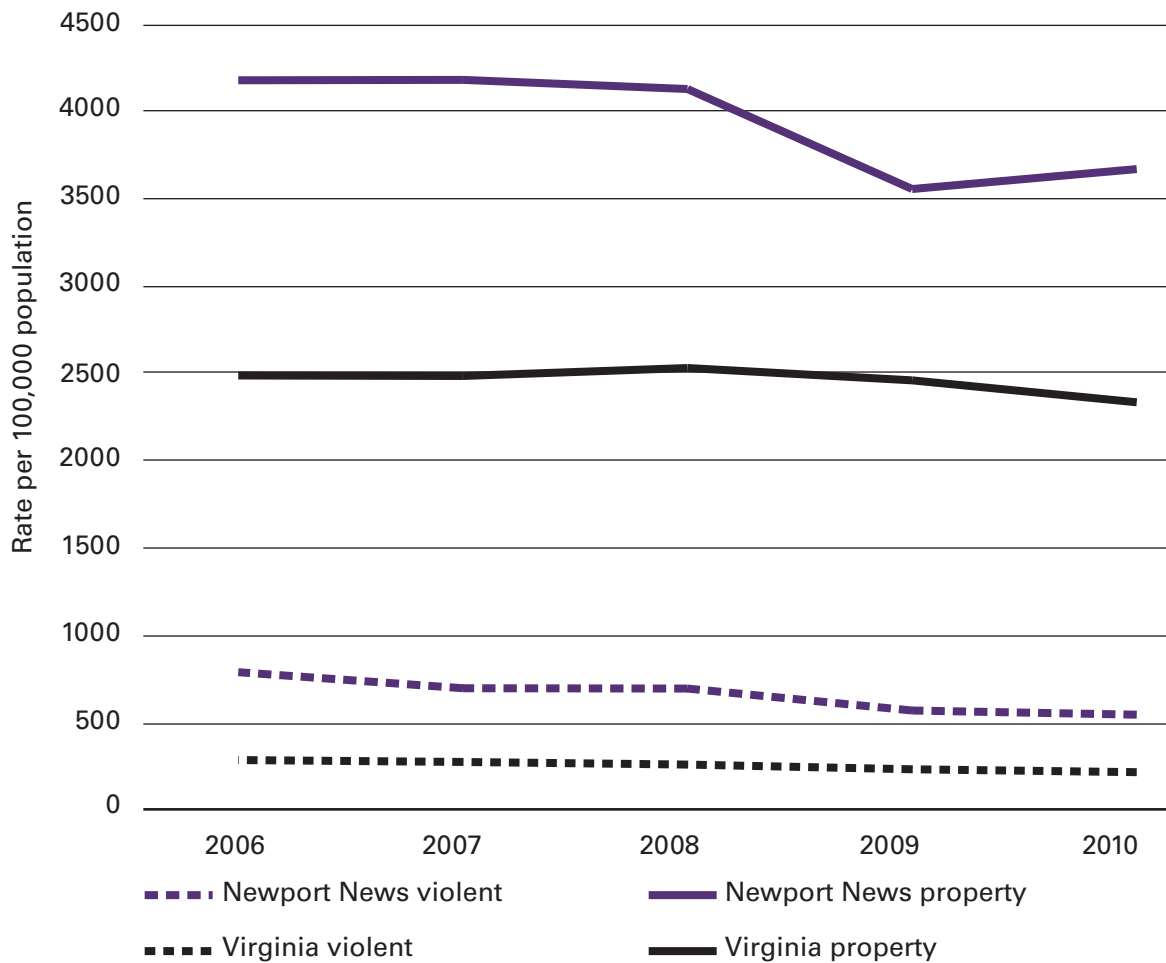
Source: UCR Data Online, "Reported Crime by Locality (City, County), State, and Nation," U.S. Department of Justice, http://www.ucrdatatool.gov/Search/Crime/Crime.cfm.

---

20. Ibid.
21. "State & County QuickFacts: USA," U.S. Census Bureau, accessed June 15, 2015, http://quickfacts.census.gov/qfd/states/00000.html.

Newport News Police Department

The Newport News Police Department (NNPD) is the primary law enforcement agency serving the city. With 439 sworn officers and a staff of 600, it has the responsibility of safely and securely maintaining the city's law enforcement obligations. The number one goal of the NNPD is to reduce crime and provide a safe environment for residents and visitors. The department is divided into three policing precincts: North, Central, and South. Each precinct is responsible for providing uniformed patrol services to its geographical area of responsibility on a 24-hour basis. Citywide, patrol officers respond to more than 223,000 calls for service each year.[22]

Marshal Courts

The NNPD is a full service law enforcement agency supported by its own forensic services and tactical and other specialty units dedicated to providing exceptional police service to its residents. Because of its waterfront location and proximity to major shipping facilities, marine patrol and motor carrier enforcement units were also incorporated into the agency. A dedicated investigations bureau conducts investigations of serious crimes including homicide, robbery, and crimes committed against special victims.

With the achievement of dispatch accreditation in 2012, the NNPD was recognized as a Commission on Accreditation for Law Enforcement Agencies (CALEA) Triple Crown agency with the police department, the training academy, and the communications division achieving national accreditation standards. The NNPD is only one of eight departments worldwide to receive this honor.

---

22. Richard K. Hartman, e-mail (see note 18).

Newport News Commonwealth Attorney's Office

The Newport News Commonwealth's Attorney's Office (NNCWAO) has the sole responsibility for prosecuting all felony offenses committed within the city of Newport News. They have also elected to prosecute misdemeanors involving domestic violence, driving under the influence, firearms, drugs, and sexual offenses, as well as misdemeanors occurring on school property. The elected Commonwealth's Attorney leads a staff that includes a Chief Deputy Commonwealth's Attorney, three Deputy Commonwealth's Attorneys, 21 Assistant Commonwealth's Attorneys, and 22 support personnel who, collectively, prosecute thousands of cases each year.[23]

The attorneys are divided into three separate adult trial teams as well as individual juvenile and domestic relations trial teams. The adult teams are organized by police precinct—North, Central, or South—paralleling the boundaries and structure of the NNPD. Each precinct team prosecutes cases originating out of their precinct from inception through sentencing. The introduction of community prosecution in the NNCWAO had long been a goal of the Commonwealth Attorney; participation in the IL3CP project provided a platform for an office-wide change in policy and practice regarding its involvement in community problem solving efforts. This change in organizational structure will be discussed in more detail later in this report.

The NNCWAO also established a separate Victim Witness Unit to provide quality and compassionate services to crime victims, witnesses, and their families. The Victim Services Unit began in the 1980s with one victim advocate and has grown to a staff of 10 advocates serving approximately 3,500 victims and witnesses each year.[24]

Project area

The project area is a neighborhood that combines a public housing community known as Marshall Courts and a privately owned apartment complex known as Seven Oaks Apartments. These communities are located in an older section of the downtown area of Newport News that has experienced a steady loss of residents and businesses. Both communities have had sustained problems with drug activity, violent crime, gang activity, and quality-of-life issues.

Marshall Courts is a public housing complex comprising 389 townhome-style residences. The complex is managed by the Newport News Redevelopment and Housing Authority with funding provided by the U.S. Department of Housing and Urban Development, Office of Housing Choice voucher program. At the onset of this project, 349 rental units were occupied and 40 units were under renovation. Approximately 934 persons reside within the Marshall Courts community. A Housing Authority representative and maintenance personnel are located onsite.

Seven Oaks Apartments is a privately owned and managed housing complex consisting of one- and two-bedroom units. Onsite management and maintenance services are provided to its residents. The complex has 202 rental units with approximately 600 residents.

---

23. Valerie S. Muth (commonwealth's attorney, City of Newport News), in e-mail to Rick Lisko, February 4, 2013.
24. "Victim & Witness Resources," City of Newport News, accessed February 2013, http://www.nngov.com/488/Victim-Witness-Resources.

Marshal Courts

The NNPD has conducted numerous high enforcement projects to reduce violent crime in these communities over a period of many years with only limited success. The projects were effective in reducing specific crimes for short period of time, but they would eventually return. The NNPD has also initiated several projects to increase the participation of residents in crime reduction efforts, including the assignment of two full time community police officers that work exclusively in those communities. Despite these efforts, violent crime in these communities remains higher than in other police precincts in Newport News.

Crimes associated with drug distribution, robbery, assaults, and property crimes are the most common incidents in the project area. Quality of life crimes including loitering, littering, and disorderly conduct are also common. See table 5 for summaries of crime and calls for police service.

Table 5. Crime and calls for service in the Newport News project area, July 2010–June 2011

Offense Type	Calls for Service
Weapon offense	26
Aggravated assault	19
Burglary/breaking and entering	7
Robbery	6
Vehicle theft	7
Sex assault, rape	3
Arson	1
Homicide/murder	0
Part II offenses	251
Total calls for police service	**2570**

Source: Jasen T. McCormick (crime analyst, Newport News Police Department), in e-mail to Rick Lisko, January 10, 2013.

Partnership development

As previously mentioned, a key element to successful implementation of IL3CP is the establishment of partnerships with government, business, and community groups that are likely to be essential to problem-solving efforts in an IL3CP project area. The need to establish relationships with critical partners early in the IL3CP implementation process was emphasized by RCDAO officials prior to the outset of the project in Newport News.

At the outset, a project team was assembled by executives from the NNPD and the NNCWAO. Additional agencies and organizations considered essential in the early planning and development of the project included the following:

• Newport News Redevelopment and Housing Authority

• Marshall Courts Management Office

• Seven Oaks Apartment Management

• Boys & Girls Clubs

• City of Newport News Department of Human Services

• Hampton-Newport News Criminal Justice Agency Pretrial Services & Community Corrections

• Newport News Department of Juvenile Services

• Commonwealth of Virginia Probation & Parole.

Project goals

Individual goals were established at the outset of the project:

• Proactively engage the community to identify and prioritize issues and participate in problem solving.

   Objective: Attend monthly Marshall Courts Resident's Council meetings.

• Target serious crimes as well as quality-of-life offenses using intelligence-led strategies and community involvement.

   Objective: Acquire and maintain current crime statistics and mapping information to determine police responses related to crime, locations, and suspects. Establish and facilitate Neighborhood Watch groups within the area of operations: develop and implement appropriate neighborhood watch training to facilitate growth and community interaction.

- Establish innovative business practices that increase collaboration between prosecutors, law enforcement, and community partners.

  Objectives: Commit resources to detect, deter, and deny opportunities to commit criminal activity and to disrupt and dismantle any criminal enterprises. Restructure the entire NNCWAO: develop and implement an office restructuring plan that will assign prosecutors and victim advocates based upon precincts; this restructuring will make the NNCWAO congruent with the geographic jurisdictions and structure of the NNPD.

Community kickoff

Unlike the other pilot sites, Newport News team members decided not to have a community kickoff meeting to announce the project. Instead, they relied upon the efforts of the two community police officers assigned to the project area, as well as other team members, to disseminate information to the residents. Team members acknowledged that more aggressive actions to promote the project may have helped to improve other community engagement efforts.

Community survey

Early in the project, a community safety and security survey was conducted during an annual school supply giveaway event in the Marshall Courts community. Team members from the police, the commonwealth attorney's office, and the Newport News Housing and Redevelopment Authority engaged residents about community concerns and asked them to complete a survey. Overall, 57 surveys were completed, which represents about 16 percent of the community households in Marshall Courts. A copy of the survey is included in appendix A for reference. Although these responses are limited in number and were likely skewed toward families with school age children, they do provide some insight into community perceptions. Results regarding perception of safety are listed in table 6 on page 34.

Table 6. Newport News survey—neighborhood safety

Survey question	Very safe or somewhat safe (%)	Reasonably safe (%)	Safe (%)	Somewhat safe (%)	Very unsafe (%)	I don't know (%)
How would you rate the safety of your neighborhood during the day?	76	31.5	19.2	19.2	17.5	10.5
How would you rate the safety of your neighborhood after dark?	51	21	5.3	31.2	28	12.3

As would be expected, respondents' perceptions about crime and safety were more favorable for daylight hours than for nighttime. Survey respondents were asked to identify the top three crime problems in the community from a list of eight choices. Space for open-ended responses was also provided. Littering, groups hanging on corners, and gangs were reported as top concerns in the community.

Action plan

Based on the survey results, the project team developed a plan of action to address crime and community concerns. Actions were intended to focus on drug dealing and loitering problems. Team meetings were scheduled monthly, at the NNPD headquarters building, to share information about crime and offenders and discuss progress toward individual goals. Regular meeting attendees included representatives from the following agencies:

• Newport News Police Department

• Newport News Commonwealth Attorney's Office

• Newport News Housing and Redevelopment and Housing Authority (Marshall Courts)

• Newport News Magistrate's Office

• Seven Oaks Apartments

• Boys & Girls Club

• Department of Human Services

• Newport News Libraries

• Juvenile Services

• Probation and Parole

• Pre-trial Services

In addition to regular project team meetings, several subcommittees were established to further project initiatives. These committees included Goals and Objectives, Media Relations, Prosecutorial, Law Enforcement, Corrections, and Services and Support.

Initial efforts of the team involved high enforcement projects by patrol officers in the community and the implementation of an initiative to reduce drug activity. Additionally, an e-mail account for

the project was established to facilitate the collection and dissemination of information. Team members, citizens, and other interested persons were encouraged to use this account to share information, ask questions, or locate resources. The e-mail account was monitored by a team member from the NNPD.

One specific initiative of the NNCWAO was to implement a community prosecution model for its entire workforce. This meant reassignment of personnel, reorganizing staff priorities, negotiating with various courts to adjust schedules, and adjusting a multitude of administrative and logistical procedures. This change in office philosophy also meant that prosecutors would become more engaged in community events, police operations, and problem solving efforts. A single prosecutor would be assigned to handle all cases originating in the project area and become a singular point of contact for police, residents, and community groups. The initial plan called for the establishment of this program in less than 12 months, an ambitious goal.

Other target initiatives included the following:

Marshall Courts Residents' Council. Team members established a residents' council in Marshall Courts as a means of soliciting information and concerns from residents as well as providing updates about recent crime reduction efforts. One of the objectives for the council was to establish a neighborhood watch. Council meetings were held monthly.

Thanksgiving baskets. Team members partnered with a local church to identify needy families in the project area. Food and other donations were collected and distributed to 30 families.

Drug Market Initiative (DMI). This initiative, developed by the NNPD and modeled after the High Point Drug Market Intervention Strategy (based on its initial implementation in a North Carolina city), was used in the Marshall Courts community to reduce open-air drug distribution. NNPD officials visited the High Point (North Carolina) Police Department and other agency representatives to learn about their implementation strategy and outcomes. Based on their observations and interviews, a similar strategy was developed by NNPD. The strategy involved three separate phases: traditional undercover investigation techniques (hand-to-hand sales of drugs by dealers to undercover police); traditional prosecution of violent or repeat offenders; and community intervention for low risk offenders.[25] During the intervention phase, members of the community, including family members of the offenders, partnered with service providers to assist offenders in maintaining a crime free lifestyle.

Community walk. Team members from the police department, parole & probation, and the commonwealth attorney's office and management from Marshall Courts and Seven Oaks walked through the project area to meet with individual residents, solicit participation in crime reduction efforts, and provide information about available assistance programs. A flyer containing a list of local resources for residents was also distributed by team members.

---

25. David M. Kennedy and Sue-Lin Wong, *The High Point Drug Market Intervention Strategy* (Washington, DC: Office of Community Oriented Policing Services, 2012), http://ric-zai-inc.com/Publications/cops-p166-pub.pdf.

Seven Oaks Neighborhood Watch. Team members helped create a neighborhood watch in the Seven Oaks apartment complex. Meetings were held monthly, but attendance was sparse.

While each of these initiatives was intended to respond to a specific community concerns, they all had a common overarching goal: improve the level of trust between residents and law enforcement. The increased involvement of staff from the NNCWAO in problem-solving efforts and community activities was especially intended to facilitate this goal. Team members recognized that increased levels of trust in law enforcement would likely translate into increased levels of cooperation and collaboration from residents. Additionally, the implementation of an intervention-based drug reduction project, the Drug Market Initiative, was also intended to increase trust among residents by offering alternatives to past practices of traditional arrest and incarceration programs.

Project results
Crime

A review of crime in the community during the project period revealed increases in both part I and part II crime. Calls for police service also increased during the same period. Table 7 compares crime and calls for police service for the 12-month period prior to the project and the 12-month duration of the project.

Table 7. Crime comparisons before and during the Newport News, Virginia, project period

	July 2010–June 2011	July 2011–June 2012	Change (%)
Part I offenses	43	49	13.9
Part II offenses	251	297	18.3
Calls for police service	2570	2908	13.1

Source: Jasen T. McCormick (crime analyst, Newport News Police Department), in e-mail to Rick Lisko, November 7, 2012.

Increases in specific crime categories occurred during the project period, including weapons violations, burglary, robbery, and sexual assault. Figure 9 compares the increase in those crimes during the 12-month period prior to the project and the 12 months of the project.

Figure 9. Crimes before and during the Newport News, Virginia, project period
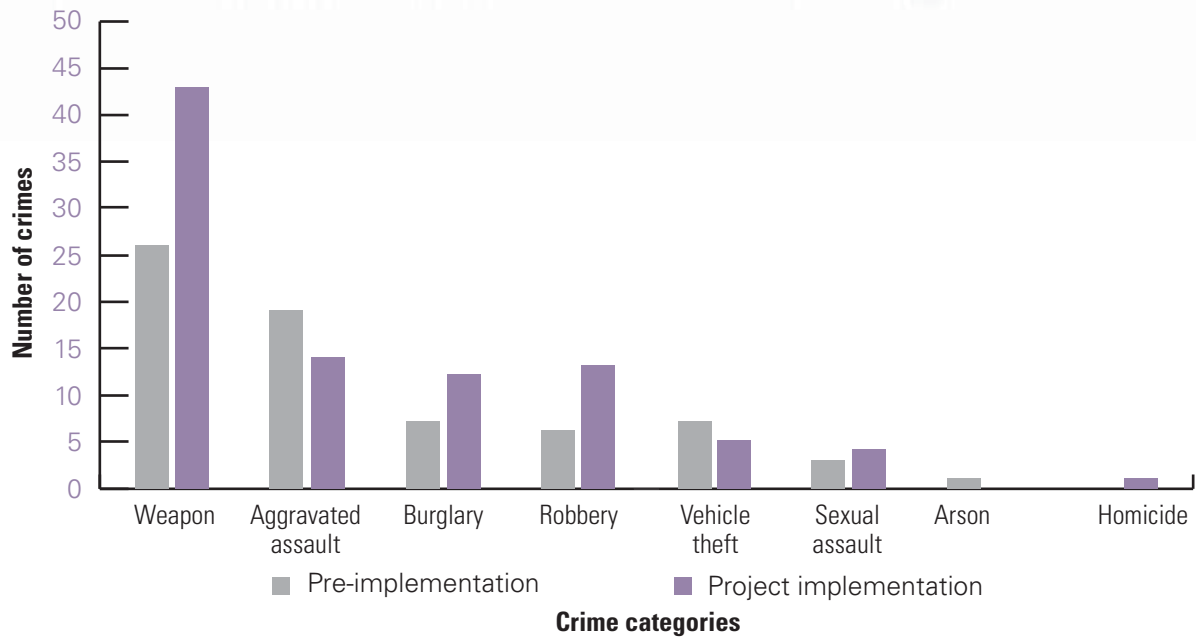
Source: Jasen T. McCormick (crime analyst, Newport News Police Department), in e-mail to Rick Lisko, November 7, 2012.

Part II crimes also increased by 46 cases, or 18.3 percent, compared to the pre-implementation period. Drug offenses and other crimes normally associated with drug offenses (weapon offenses, assaults, robberies, and intimidation) had the greatest increases in frequency.

Goals and objectives

At the conclusion of the project period, team members reviewed their progress toward their original goals. The results are listed below.

Proactively engage the community to identify and prioritize issues and participate in problem solving.
The Marshall Courts Residents' Council was established, and monthly meetings were held. Attendance at these meetings was consistent, approximately 10 to 15 people. This provided a regular forum for tenants to raise concerns about community issues and receive information about police and prosecutor led activities.

Target serious crimes as well as quality-of-life offenses utilizing intelligence-led strategies and community involvement.
- **DMI initiative.** Over the course of a seven-month investigation, 21 persons were identified as being involved in illegal drug activity in the Marshall Courts community. Fourteen persons were determined to be either repeat or serious violent offenders and were subsequently arrested in a warrant sweep and charged with felony drug crimes by the NNCWAO. Immediately following the sweep, NNPD officers conducted a high visibility enforcement operation to deter further drug activity. Drug investigators and Community Resource Officers visited every residence in the community to distribute information about drug treatment resources and encourage

residents to report all possible drug activity. Complaints were aggressively investigated by uniformed and plainclothes officers for several weeks after the sweep. Maintenance activities were conducted beyond that time period.

The remaining seven persons identified in the investigation were considered as potential candidates for intervention. Invitations to attend an informational meeting were hand delivered to each person or their residence; three of the invitees elected to attend the meeting. Community leaders, friends and family members of the attendees, and elected officials were also invited to attend. The four invitees who chose not to attend the informational meeting were arrested and charged with felony drug crimes. During the meeting, the criminal cases against the three attendees were presented, as well as the option to avoid prosecution through participation in rehabilitation program. Attendees were also given a short period of time (seven days) to consider the offer. All of them immediately agreed to participate in the rehabilitation plan. Each attendee met with drug treatment, education, and job training counselors that same evening.

- **Information sharing and transparency.** The NNPD Crime Analysis unit compiled weekly reports regarding crime activity specific to the project area. These reports included crime totals, incident summaries, and crime maps. This information was forwarded to the precinct commander of the project area and then redistributed to team members in the NNCWAO. Summarized information regarding criminal activity was also shared with the managers of both the Marshall Courts and Seven Oaks complexes and the Marshall Courts Tenants' Council. Additionally, the NNPD provided team members in the prosecutor's office access to certain criminal databases that helped them to better prepare criminal cases.

- **Neighborhood watch groups.** These groups were established in both communities by the community policing officers assigned to the project. Regular meetings were held, but attendance was sparse and inconsistent at best.

Establish innovative business practices that increase collaboration between prosecutors, law enforcement, and community partners.

- **Commit resources.** In addition to regularly assigned patrol officers in the project area, resources from the NNPD assigned to the project area included

  - precinct investigators to investigate property related crimes;

  - community resource officers;

  - organized crime detectives (DMI project);

  - intelligence unit detectives.

- **Restructure the Newport News Commonwealth Attorney's Office.** NNCWAO personnel were restructured into three groups and assigned to the three patrol precincts of the NNPD. All cases originating in a certain precinct are now handled by the same group of prosecutors throughout the life of the case, a process known as vertical prosecution. Prosecutors maintain regular office hours at precinct facilities, attend roll calls, respond to major crime scenes, participate in ride-alongs, and assist officers and detectives with case development and court preparation. Additionally, prosecutors attend local community meetings and events to famil-

iarize themselves with community problems and concerns. In this capacity, prosecutors have become part of the problem-solving process for resolving crime and quality-of-life issues in communities within Newport News.

NNCWAO officials encountered several problems in making this transition, especially in the selection of prosecutors assigned to police precincts and scheduling of court cases. NNCWAO officials recognized that the selection of prosecutors with strong communication skills and a genuine desire to work in the community was critical to the success of this effort. Therefore, a lengthy screening process was undertaken to identify the best prosecutors for this role. In addition, NWCAO officials encountered several logistical problems with prosecutors being scheduled for cases in multiple court locations at the same time. Although some divisions of the court system agreed to these scheduling changes, others were reluctant. As a temporary solution, other prosecutors from the NWCAO were assigned to handle court trials when conflicts arose. A permanent solution was still being pursued as of this writing. Due to these staffing and logistical issues, the restructuring of the NNCWAO did not occur until April 2012, which was near the end of the pilot project time frame.

Additional project outcomes

In addition to the programs and initiatives previously mentioned, team members also cited several unexpected results of the project:

• Both prosecutors and police acknowledged the increased level of communication and interaction between agencies, particularly at first-line levels.

• Prosecutors reported a greater understanding of community issues and concerns.

• Greater access to crime databases by prosecutors has enhanced court case preparations.

Despite the increases in crime and 911 calls for service in the project area, both police and prosecutors recognized the promising outcomes of the IL3CP project, particularly in communication and collaboration with each other. Subsequently, it was expanded to include all three police precincts in Newport News.

Saint Paul, Minnesota

Saint Paul, the capital city of Minnesota, covers a land area of nearly 52 square miles and has a population of approximately 285,000. Bordering the Mississippi River, Saint Paul is popularly known as one of the Twin Cities. Geographically located in Ramsey County, it has the second-largest population in the state.

Saint Paul's population is diverse: in 2012, approximately 60 percent of the population was White, 16 percent was African American, and 15 percent was Asian, according to 2012 U.S. Census data. In addition, languages other than English were spoken in 26 percent of all homes. Foreign-born persons represented 17 percent of the population. Slightly more than 22 percent of the population was estimated to be living below the poverty level according to census data, compared to about 11 percent for the state of Minnesota.[26]

26. "State & County QuickFacts: St. Paul (city), Minnesota," U.S. Census Bureau, accessed June 15, 2015, http://quickfacts.census.gov/qfd/states/27/2758000.html.

In the five year period from 2006 to 2010, crime in Saint Paul generally declined, especially violent crime. However, property crime began trending upwards in 2009 but was still lower than the rate for 2006. During the same time period, both violent and property crime rates for the state of Minnesota consistently declined. UCR crime data for Saint Paul and Minnesota are displayed in figure 10.

Figure 10. UCR crime comparison, Saint Paul versus state of Minnesota, 2006–2010
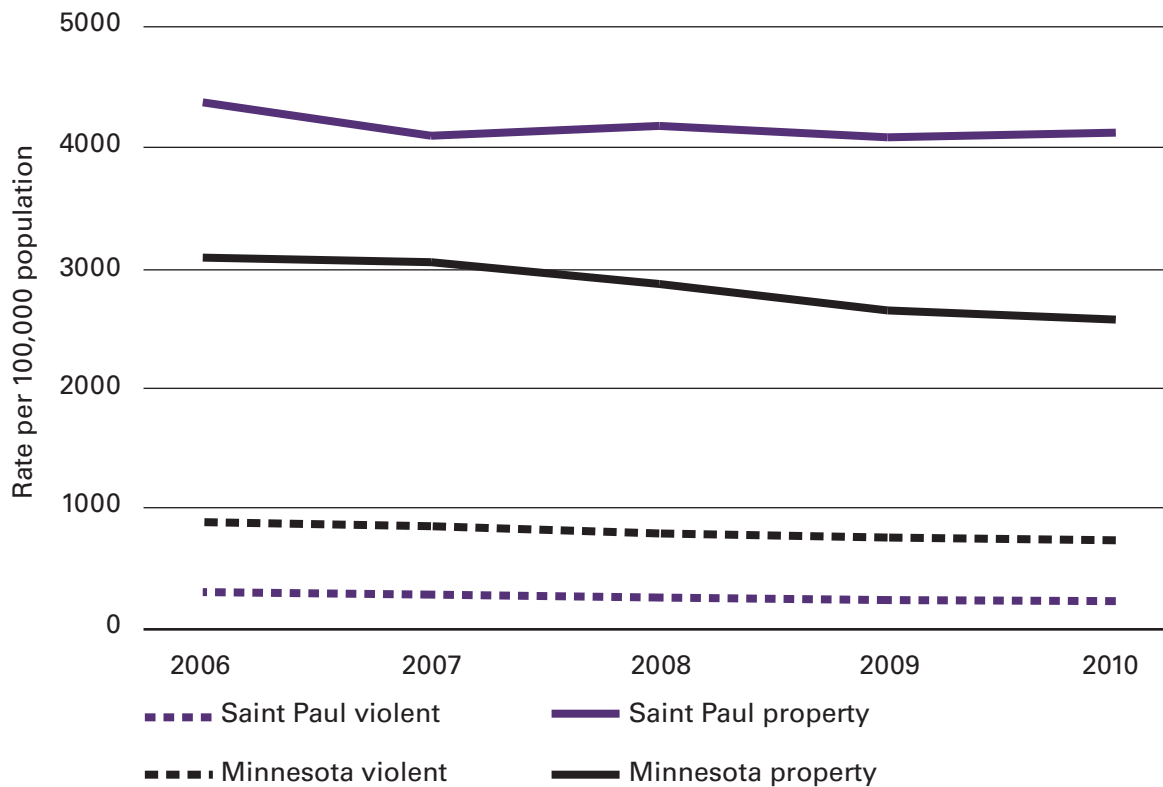
Source: UCR Data Online, "Reported Crime by Locality (City, County), State, and Nation," U.S. Department of Justice, http://www.ucrdatatool.gov/Search/Crime/Crime.cfm.

Saint Paul Police Department

The Saint Paul Police Department (SPPD) is a full service agency led by the Office of the Chief and three divisions: major crimes, operations, and administration/support services.

The department employs approximately 800 people, including nearly 600 sworn officers. In 2013, the SPPD responded to about 270,000 calls for service and investigated about 13,000 part I crimes.[27]

Specialized support functions include a crime lab, special weapons and tactics (SWAT), mounted patrols, and other specialty units dedicated to providing exceptional police service to its residents. A dedicated major crimes division conducts investigations of serious crimes including homicide, robbery, gangs, and family and sexual violence.

27. "About the Department," Saint Paul Minnesota, accessed June 15, 2015, http://www.stpaul.gov/index.aspx?NID=4464.

Saint Paul City Attorney's Office

The Saint Paul City Attorney's Office is the second-largest municipal law office in the state of Minnesota. Through its civil, criminal, and civil litigation divisions, it provides legal counsel and civil litigation services to the mayor, the city council, and various agencies and departments of the city. In addition, the office prosecutes criminal violations of city ordinances, state misdemeanor statutes, and state gross misdemeanor statutes.

A Community Prosecution Unit was formally established in 1999 and is staffed by a team of three attorneys. They work directly with police officers and community members in targeted areas to develop long-term solutions to quality-of-life crime problems in Saint Paul neighborhoods.

Ramsey County Attorney's Office

The Ramsey County Attorney's Office provides legal and other public services to the citizens of Ramsey County. It is responsible for prosecuting adult felony crimes and all crimes committed by juveniles. Its staff of approximately 85 attorneys and 235 support personnel reviews more than 8,000 cases each year.

The office is divided into five divisions: criminal, juvenile, victim/witness services, civil, and human services. In addition to these divisions, the office provides resources for several specific initiatives that improve public safety and the quality of life in Ramsey County. Some of these successful efforts include the Joint Domestic Abuse Protection Unit, Second Look Initiative, Truancy Intervention Programs, Runaway Intervention Project, Elder Abuse, Prosecution of Gun Crimes, and Problem Solving Courts for substance abuse and mental health.

In 2011, the office adopted a focused approach to reducing crime through a community prosecution initiative. Specific prosecutors are assigned to work with police, local residents, businesses, and others in all three Saint Paul police districts to develop strategies for preventing and prosecuting crime, as well as to identify appropriate consequences for those who break the law. Prosecutors from both the Criminal and Juvenile Divisions are part of this initiative.

Project area

The project area is an area of six connected police grids (geographic areas) in the eastern police district of the city encompassing 17.5 square miles, approximately 3,200 residences, and more than 16,000 persons. These six grids routinely have the highest rates of crime and calls for service in the city. The neighborhood is very diverse, with African-American, Hispanic, Hmong, and Somali ethnic groups comprising the majority of the population. The project area has had historically high rates of crime associated with violence, motor vehicle thefts, and quality-of-life crimes. It also has the highest number of vacant homes and business in Saint Paul.

Crime in the project area consisted mainly of aggravated assault, burglary, and auto theft for part I offenses while disorderly persons, disturbances, and minor assaults for account for the majority of part II offenses. Part I crimes are listed in table 8 on page 42 according to UCR categories for the 12-month time period prior to the start of this project. Part II crimes are summarized by total due to the variety of categories.

Table 8. Crime in the Saint Paul, Minnesota, project area July 2010–June 2011

Offense Type	Calls for Service
Homicide	1
Forcible rape	15
Robbery	61
Aggravated assault (domestic)	55
Aggravated assault	48
Burglary	215
Theft	381
Auto theft	137
Arson	11
Total part I crimes	**924**
Total part II crimes	**4970**

Source: Dave Kantorowicz (officer, Saint Paul Police Department), in e-mail to Rick Lisko, February 20, 2013.

Partnership development

The establishment of partnerships with government, business, and community groups that are likely to be essential to problem-solving efforts in an IL3CP project area is a critical first step. Consideration should be given to partnerships that directly support specific project goals and objectives. Additional partnerships will likely be developed as the project expands.

At the outset of the project, a project team was assembled by executives of the SPPD, Ramsey County Attorney's Office, and the Criminal Division of the Saint Paul City Attorney's Office. Initial team members were limited to representatives of those agencies. Attorneys from the Ramsey County Attorney's Office, Criminal and Juvenile Divisions, and the Charging Unit were assigned to the project team. Participation by the Ramsey County Attorney's Office was considered to be a significant factor by team members because of the absence of that office's formal involvement in previous projects. A primary function of the team was to identify specific community problems as well as potential project partners. Weekly meetings were scheduled to share information, identify specific community needs and develop solutions to address them.

Project goals

Broad project goals were established by team members.

By implementing the IL3CP model, the SPPD, Saint Paul City Attorney's Office, and Ramsey County Attorney's Office seek to reduce crime and enhance the quality of life for the residents in the project area through

- community engagement;
- problem solving;
- case administration;
- interagency partnerships.

Specific objectives were established for each of the four project goals that also included action steps for police and prosecutors. The entire list of goals and objectives, which included 15 objectives and 47 action steps, is included in appendix D for reference.

Community meeting kickoff

Initial actions by the project team included multiple presentations to officers from the Eastern District during roll calls to introduce team members and discuss project goals. Team members focused on gaining support from patrol officers most affected by the project. Team members from the Ramsey County Attorney's Office also began participating in ride-alongs with officers patrolling the project area to acquire information about crime and community problems.

Two separate community meetings were also held to introduce the project to residents and businesses. The first was held at a community center within the project area for residents and one at the Eastern District station for business owners and residents. Project details were discussed, as well as plans to conduct a citizen survey to identify neighborhood problems and community concerns.

Community survey

Team members distributed a survey to residences and businesses within the project area to determine perceptions of crime and safety, as well as other areas of concern. The survey included several questions designed to collect respondents' opinions about recent contacts with the SPPD, as well as areas of interest for participation in community events. Surveys consisted of seven fixed-response and two open-ended questions and one question with an "other – specify" option. Because of the large non-English-speaking population within the project area, the survey was drafted in three languages to obtain the greatest possible response: English, Spanish, and Hmong. Surveys were prepared by a private contractor and distributed via U.S. Mail in official envelopes from the SPPD. A cover letter from the chief of police, the Ramsey County Attorney, and the Saint Paul City Attorney was included in the mailing to further encourage participation and response. A pre-addressed, postage paid return envelope addressed to the survey contractor was also included with the cover letter and survey. One envelope was mailed to each address, residential and commercial, in the project area, for a total of 3159 surveys. The survey contractor received 632 responses containing 612 usable surveys for a response rate of about 20 percent. Survey responses to questions regarding perceptions of safety are listed in table 9 on page 44. The survey (English version) is included in appendix A.

Table 9. Minneapolis survey results—neighborhood safety

Survey question	Very safe (%)	Somewhat safe (%)	Neither safe nor unsafe (%)	Somewhat unsafe (%)	Very unsafe (%)	Don't know (%)	No answer (%)
How would you rate the safety of your neighborhood during the day?	8	45	14	25	5	3	1
How would you rate the safety of your neighborhood after dark?	2	11	11	38	33	4	<1

Perceptions about neighborhood safety were more favorable during the day than at night, where 71 percent of the respondents reported neighborhood safety as somewhat or very unsafe. Additionally, 33 percent of respondents indicated feeling less safe in their neighborhood than they did in the 12-month period prior to the survey. Drug dealing was clearly the top concern (54 percent). However, there were other problems of sizeable concern. These included littering (38 percent), loitering (31 percent), juvenile crime (30 percent), and gangs (29 percent).

Action plan

Based on crime trends, survey results, and feedback from officers and citizens, team members identified problems relating to juveniles, particularly at night, as a major issue in the community. An action plan was developed that included both enforcement- and intervention-oriented programs. Initial actions by the SPPD included increased patrols of the project area by uniformed and nonuniformed personnel to reduce loitering and drug activity. A secondary objective was to reduce the incidence of burglaries of vacant homes.

Concerns were raised by citizens and police about juveniles harassing or intimidating witnesses and victims of crimes for which they were arrested, often within hours of the arrest. Subsequently, team members also developed a plan to reduce the time between the arrest and trial of a juvenile involved in violent crime. Multiple meetings were held with juvenile court judges and staff to discuss a fast track plan.

A long-term diversion initiative to reduce juvenile curfew violations was also undertaken by the Ramsey County Attorney's Office. The goal of the initiative was to reduce the number of juveniles that frequently congregated on street corners in the project area late at night. These juveniles often became involved in large street fights, assaults, and illegal drug activity. A local nonprofit organization was contracted to administer the program with oversight by the Ramsey County Attorney's Office. Funding was provided by the Ramsey County Attorney's Office, Ramsey County Community Corrections Department, and SPPD.

Specific steps of the initiative included

- juvenile citations for curfew violations by SPPD officers;

- referral to diversion program;

- interview of juvenile and parent and initial contact at the juvenile's home on the next business day after issuance of a citation;

- assessment of juvenile behavior within five days;

- development of a diversion plan by vendor including community service and referral to other resources as needed;

- assistance to parents in need of parenting skills offered during the assessment and monitoring phases;

- maintenance of contact with juvenile by vendor and monitoring of progress.

If all conditions were successfully completed, the curfew charge against the juvenile was dismissed.

The curfew program began at the end of the 2011 school year and concluded at the beginning of the 2012 school year. Team members partnered with area schools before summer vacation to educate both parents and juveniles about the curfew laws. An educational video about the program, created by team members, was also shown in local schools. Additionally, a community dinner was organized prior to the end of the school year to educate residents in the project area about the curfew laws and offer solid alternatives to keep kids engaged in organized activities for the summer.

From April to August 2011, 159 referrals were made to the program, 87 of which were juveniles identified as living within the project area. Of those 87 juveniles, 56 successfully completed all requirements of the program, resulting in the dismissal of formal charges. Thirteen chose to have their charges heard in court, 11 were determined to be "on the run" or had other extenuating circumstances, and seven failed to follow through with intake requirements. Parents of juveniles participating in the program voiced positive feedback and support, viewing it as a solution to protect their kids instead of prosecute them. Residents were also pleased that the community was safer at night.

Other community initiatives

Community events. Numerous community events were organized by team members to improve communication and cooperation by and among police, prosecutors, and residents. Events included regular community meetings, dinners, garden plantings, movies, school supply giveaways, and ice cream socials. Food and other supplies were donated by local businesses and nonprofit organizations. Guest speakers, including circuit and appellate court judges, the SPPD chief of police, the Ramsey County Attorney, and other community officials, were recruited to attend the meetings. Attendance at these events continually grew to the point that one dinner event ran out of food.

Fast track charging of felony crimes. Felony cases originating in the project area received priority attention from the Ramsey County charging attorney assigned to the central processing facility. Enhanced charging or maximum bail amounts were aggressively pursued in those cases. More than 200 cases were reviewed by the charging attorney during the project timeframe.

Stay away orders. Persons arrested in the project area for certain crimes of violence or weapons charges were subject to additional conditions of release that prohibited them from entering a certain radius of the victim, witnesses, or location of arrest. These orders, known as stay away orders, were conditions of bail. Subsequently, a violation of a stay away order subjected the offender to revocation of bail or additional restrictions. In addition, police officers who had probable cause to believe that a person was in violation of a stay away order could make an immediate warrantless arrest.

Project results
Crime

During the project period (July 2011–June 2012), both part I and part II crimes increased in the project area. Part I crimes increased 19 percent while part II crimes increased by 1 percent. A comparison of part I crimes for the 12-month period prior to and during the project is provided in table 10.

In retrospect, the increase in serious crime was not surprising. Although the stated goal of the project was that crime would decline, these changes came to be viewed by team members as a potential indicator of progress. Residents may have been more willing to report crime as a result of strengthened relationships and trust with police. Indeed, similar increases in crime also occurred in Mesa and Newport News immediately following implementation IL3CP.

Table 10. Crime comparisons before and during the Saint Paul, Minnesota, project period

Part I Crime	July 2010–June 2011	July 2011–June 2012	Change (%)
Homicide	1	0	-100
Forcible rape	15	17	13.3
Robbery	61	60	-1.6
Aggravated assault domestic	55	55	0.0
Aggravated assault	48	67	39.6
Burglary	215	266	23.7
Theft	381	432	13.4
Auto theft	137	191	39.4
Arson	11	16	45.5
Part I total	**924**	**1104**	**19.5**
Part II total	**4970**	**5003**	**0.7**

Source: Dave Kantorowicz (officer, Saint Paul Police Department), in e-mail to Rick Lisko, February 20, 2013.

SPPD officials noted that despite the fact that part I crimes increased during the project period, there were notable decreases in those crimes during the three-month period immediately following the 12-month post-implementation period. Typically, those months are the busiest part of the year for the SPPD, and produces the highest volume of serious crime.

Goals and objectives

At the conclusion of the project period, team members reviewed their progress toward their original goals. The results are listed below.

Community engagement

During the project period, team members organized and conducted numerous community events, including social activities and informational meetings. Team members partnered with local government and nonprofit organizations to provide food, facilities, and resources for these events. Attendance steadily improved over the course of the project with several events attracting more than 100 people. Additionally, team members received increasingly positive feedback from meeting attendees regarding the ease of communication with representatives from a variety of criminal justice agencies. These events provided an open forum for a discussion of problems, potential solutions, and collaborative action that directly benefited the community. For example, those residents who attended community functions consistently expressed a need for extended hours at a local community center for youth. With support from law enforcement and prosecutors, the elected official overseeing the facility secured additional funding to increase the hours of operation for the center.

"IL3CP forced us to communicate and problem-solve more than we ever have."

—Kim Bingham, Ramsey County Attorney's Office

Problem solving

Throughout the project, team members worked cooperatively and collectively to address community problems identified from the survey, crime statistics, and officer input. Information about crime, criminals, and community concerns was shared during regular meetings of team members and, to a limited degree, in community meetings. Resources were identified, solicited, and recruited to respond to those problems. Significant results include

- enhanced charging for felony crimes;
- fast tracking of certain juvenile cases involving violent crimes;
- curfew enforcement project to reduce youth victimization, criminal behavior, and dangerous activities.

Team members frequently commented about the level of communication and cooperation in this process as one of the most significant accomplishments of the project.

"This will change the way we do business in the prosecutor's office."

—John Choi, Ramsey County Attorney

Case administration

Team members sought to improve administration of cases through increased communication with police. Subsequently, team members from the Ramsey County Attorney's Office and the Saint Paul City Attorney's Office began attending roll calls and holding regular office hours at the Eastern Precinct; accompanying officers on ride-alongs; and developing training and reference materials for police and residents—including one video. Prosecutors were interested in learning about the chronic quality-of-life problems encountered by patrol officers and how to help develop solutions to abate them. As a result, prosecutors noticed an increase in the number of "pre-arrest contacts" where officers sought information about developing criminal cases. In addition, prosecutors also noticed improvement in the quality of reports from officers working in the project area. Specifically, reports were longer and contained more details about the crime and supporting evidence. Prosecutors also noted that the opportunity to see how their actions in minor criminal cases impacted communities was the most significant benefit of this goal.

In addition to improved communications, prosecutors also sought to identify chronic offenders and ensure maximum efforts were used to obtain appropriate bail and restricted conditions of release.

Interagency partnerships

The identification and development of strong relationships between agencies and community resources to increase communication, coordination, and cooperation was a priority for the project team. Initially, team members scheduled weekly meetings to share information about crime and community problems—informally termed "mini statmap" meetings, referring to the police department's CompStat-style meetings. However, these meetings quickly evolved into strategy development sessions, often lasting several hours. New partnerships with local churches, the Salvation Army, Boys & Girls Clubs, and the YMCA were established to provide resources for community residents.

Team members also worked with local government agencies such as the juvenile justice system, parole and probation, youth service bureau, area schools, and parks and recreation to support project initiatives and address community concerns.

Additional project outcomes

In addition to the programs and initiatives previously mentioned, team members also cited several unexpected results of the project:

• Team members from the Ramsey County Attorney's Office reported that the quality and thoroughness of investigations originating in the project area improved. Police reports contained more details of the investigation as officers became more familiar with specific information needed for prosecution. At the same time, a more proactive and collaborative approach to case preparation was achieved by police and prosecutors.

• Community support for police actions in the project area increased. Team members reported that on one specific occasion, a large group of residents had gathered at the scene of a critical incident. Rumors quickly spread that police may have acted improperly, which caused the group to become disruptive. Project team members quickly sought out the assistance of a local clergyman who was actively involved in several project initiatives and present at the scene to assist in calming and dispersing the crowd. Within a short period of time, the clergyman calmed the group and convinced them to disperse to allow the police to complete their investigation. No arrests were made and no additional officers were needed at the scene. Project team members directly credit the relationships established during the project with the successful de-escalation of a potentially violent situation.

• Both Saint Paul City and Ramsey County prosecutors gained valuable insights into the lifestyles of residents in the project neighborhood, especially regarding the impact of criminal activity on their quality of life. These insights were gained largely through personal contacts made during community events.

Based on the promising outcomes of the initial project, the IL3CP project was expanded to other police districts in Saint Paul. In addition, the Ramsey County Attorney's Office began drafting plans to expand the curfew enforcement project in other sections of Saint Paul.

ASSESSMENT OF PILOT CITIES PROJECT

Varying degrees of success were achieved in all three pilot cities, but none was more significant than the development and strengthening of partnerships that facilitated problem solving. Representatives from all three pilot city agencies identified improved levels of communication, cooperation, and collaboration among team members as the greatest benefit of the project. Participation by county prosecutors' offices in Saint Paul and Mesa was viewed as a significant benefit by police in those agencies due to a lack of prior involvement in other efforts. Improved community relations and an increase in the reporting of crime, both by telephone and in person, were also cited as significant accomplishments. By the conclusion of the project, law enforcement and prosecutorial executives from all three pilot cities had committed to continuation of the project and had already identified additional communities for expansion.

Implementation methods varied in all three pilot cities even though all three project areas had historically high levels of crime (compared to other communities within the same jurisdiction, based on in-house data provided by crime analysts at each agency) and low rates of community interaction with police. All three police departments employ community policing philosophies and formal CompStat style crime information sharing meetings in their crime fighting strategies. However, only one pilot city, Mesa, had established community prosecution models within their prosecutors' offices. The Saint Paul City Attorney's Office did (and still does) have a community prosecution unit, but it was not actively engaged in community problem solving efforts with the police department and county prosecutor's office prior to this project. Table 11 depicts the various strategies and initiatives used in all of pilot city projects along with the city that used them.

Table 11. Implementation strategies

	Mesa	Newport News	Saint Paul
Intelligence-led policing	✓	✓	✓
CompStat	✓	✓	✓
Crime/Intelligence information sharing	✓	✓	✓
Community prosecution	✓	✓	✓
Community engagement by prosecutors	✓	✓	✓
Problem solving by prosecutors	✓	✓	✓
Community policing	✓	✓	✓
Youth outreach programs	✓	✓	✓
Adult outreach programs	✓	✓	✓

Table 11 (continued)

Community partnerships

	Mesa	Newport News	Saint Paul
Nonprofit	✓	✓	✓
Business	✓	✓	✓
Religious organizations	✓	✓	✓
Schools (public and private)	✓		

Initiatives

	Mesa	Newport News	Saint Paul
Community surveys	✓	✓	✓
Intervention initiatives	✓	✓	✓
Diversion initiatives	✓		✓
Educational initiatives	✓		
Youth training initiatives	✓		
Crime enforcement initiatives	✓	✓	✓
Code enforcement	✓		
Drug enforcement projects		✓	
Warrant roundups	✓	✓	✓
Community development activities	✓	✓	✓

Assessment criteria

To determine the adaptability of the IL3CP model, assessment criteria were established consistent with the results initially realized in Rockland County:

- Partnership development
- Reduction of targeted crimes within the project area
- Community prosecution
- Implementation processes

Each of these criteria will be discussed in detail in the following section.

Partnership development

The development of partnerships between law enforcement and non-law enforcement orga-
nizations were key steps in all three pilot city projects. A major outcome of this step was the
strengthening of relationships between police and prosecutors. The increased sharing of informa-
tion relating to criminal activity, problem solving efforts, and case development was frequently
cited by team members. In addition to police-prosecutor relationships, new relationships were
established with community groups, local businesses, schools, and nonprofit organizations to
increase their involvement in problem-solving projects, improve trust in police, and ultimately
reduce crime. This outcome was the most obvious and successful benefit of the project.

Reduction of crime

Crime statistics from all three pilot cities were collected both prior to and upon conclusion of the
project. This also included information about calls for service. Comparisons were conducted to
determine the impacts on the volume of reported crime.

In all three cities, overall reported crime increased during the early stages of the project period
compared to the previous year. In two of the cities, crime began to decline during the later stag-
es of the project, continuing after the evaluation period ended. The project areas in all three pilot
cities have long histories of high crime and aggressive law enforcement programs, poor relation-
ships with police, and quality-of-life issues and declining housing conditions. These conditions
have led to a general apathy about crime and mistrust of police. Upon reflection, team members
viewed the increase of reported crime as an indicator of success in rebuilding trust and positive
lines of communication within those communities.

Community prosecution

The introduction and implementation of community prosecution was a significant challenge of the
project. It is important to note that in Mesa and Saint Paul, the prosecution of criminal cases is split
among two different agencies. Misdemeanor cases are prosecuted by the local city prosecutor
while felonies and juvenile cases are prosecuted by the county prosecutors' offices. Both Mesa
and Saint Paul had previously established community prosecution units in their respective city pros-
ecutor offices. However, community prosecution was not practiced in either of the county prosecu-
tor offices. The Newport News Commonwealth Attorney's Office prosecutes all cases, felony and
misdemeanor, but community prosecution was not practiced prior to the start of this project.

The degree of participation in community prosecution in the pilot cities was different in each
agency but can generally be assessed according to performance indicators established by the As-
sociation of Prosecuting Attorneys (APA).[28] Those indicators—community engagement, problem
solving, case administration, and interagency partnerships—will be discussed separately.

---

28. Rachel Porter, *Choosing Performance Indicators for Your Community Prosecution Initiative* (Washington, DC: Association of Prose-
cuting Attorneys, 2011), http://www.courtinnovation.org/sites/default/files/documents/Choosing_Performance_Indicators.pdf.

Community engagement

In all three pilot cities, there was an observable increase—substantial in some cases—in the level of interaction between prosecutors and the residents in project neighborhoods. Through attendance at community meetings and special events or participation in educational and outreach programs, prosecutors regularly interacted with residents, community leaders, and local business owners. From this interaction, prosecutors gained knowledge about local issues and community concerns while increasing public access to their respective offices.

Problem solving

Drug market intervention initiatives, youth education, and youth curfew violation diversion programs exemplify the problem-solving efforts of prosecutors in all pilot cities. Prosecutors aggressively interacted with police departments to develop these problem-solving programs in response to concerns raised by residents and police. In addition, prosecutors participated in regular project meetings with police and other project team members to share information about crime reduction strategies, hot spots, nuisance properties, probation and parole clients, and repeat offenders.

Case administration

Identifying and tracking cases originating in project neighborhoods was problematic for prosecutors in all three pilot cities. Often, the most immediate solution was track cases manually. This was especially true for prosecutors' offices using older case management software. Once identified, cases originating in project neighborhoods were assigned to the prosecutor for those areas, creating a single point of contact for police officers, victims, and witnesses. Team members in all three pilot cities reported that this change in procedure was especially well received by police officers and detectives. In addition to creating a single point of contact, prosecutors were more easily able to identify cases involving chronic or repeat offenders. For example, in Saint Paul, a prosecutor assigned to a central intake facility was able to use the case tracking system to identify persons arrested within their project area, which provided opportunities to seek enhanced bail or special conditions of release for chronic or repeat offenders. A similar project was developed in Mesa by the city and county prosecutors to obtain enhanced sentences for parole and probation offenders.

Interagency partnerships

Prosecutors consistently cited improved communications, collaboration, and cooperation with police as a primary benefit derived from the pilot city project. Existing partnerships with other government agencies were greatly enhanced and new ones were established. In Newport News, for example, project meetings attracted the interest of so many agencies that project subcommittees were established to coordinate their efforts. An initiative to enforce housing code violations in Mesa and the curfew violation diversion program in Saint Paul are other examples of new interagency partnerships that were established during the project.

Additional observations

The inclusion of prosecutors in community problem solving and partnerships is not common in many jurisdictions. The involvement of prosecutors in community events, police roll calls, and crime scene investigations, as well as their increased level of access by police and community residents, is a paradigm shift for all personnel that may require extended timeframes to develop.

Implementation processes

The implementation of IL3CP across the three pilot sites generally followed the same path:

- Developmental meetings between police and prosecutors to
  - establish a project team;
  - select a project area;
  - identify crime and community problems
- Establishment of goals and objectives
- Kickoff meeting for community/police
- Community engagement activities
- Criminal enforcement activities
- Development of problem solving programs
- Assessment

In all three of the pilot cities, significant efforts were focused on improving relationships with residents and community organizations. Other project objectives included the establishment of neighborhood watch groups and business associations. Team members considered these efforts to be a critical component of the project because of long histories of poor community relations. Local churches were instrumental in organizing or hosting community events, encouraging participation in projects, and soliciting information about community concerns.

Enforcement activities were primarily based on the input from surveys and community meetings. Top offenders were identified by law enforcement team members and special enforcement projects were developed, such as probation violation warrant round-ups in Mesa, the Drug Market Initiative project in Newport News, and fast tracking of certain felony crimes cases in Saint Paul. Other enforcement projects were designed to increase police presence and enforcement of penalties for committing quality-of-life crimes.

Information-sharing practices significantly improved in all three cities. Team members routinely shared information about crime and problem persons in the project area during weekly or monthly meetings. Prosecutors in Newport News were able to gain access to additional police databases that facilitated criminal case preparations. Representatives from local probation offices in Mesa became full-time participants of a regional fusion center and a neighborhood crime reduction team in one specific Mesa police district. Police and prosecutors in Saint Paul implemented a process to share information about chronic offenders and keep them away from victims, witnesses, and their residences prior to—and in some cases after—the conclusion of criminal proceedings.

Rockland County District Attorney's Office officials noted that these efforts, while successful, are based more on community policing and community prosecution practices (the "3CP" part of the acronym) rather than intelligence-led policing practices (the "IL" part of the acronym) as found in Rockland County.

Lessons learned

Over the course of the pilot cities project, team members encountered several common hurdles that affected the progress of specific target initiatives. The most common hurdle faced was that of changes in key personnel assignments. Team members from police departments and prosecutors' offices in all three pilot cities were promoted, transferred, or resigned for other job opportunities. While these changes did not affect the outcome of the projects, they certainly delayed implementation efforts.

Other challenges faced by team members included the following:

• Reluctance of police officers in project areas to fully engage in the concept. Team members, especially prosecutors, reported that police officers were cautious about working with prosecutors and other groups, declaring IL3CP to be "just another project."

• Balancing caseloads and community activities by prosecutors.

• Reorganizing court dockets to coincide with community prosecutor schedules.

IL3CP IMPLEMENTATION STEPS

As previously described throughout this report, the IL3CP model was implemented in a variety of cities without significant reorganization of resources or additional personnel. Pilot cities ranged in population from 180,000 to 447,000 while sworn staff in police agencies varied from 439 to 772. Prosecutorial staff had the greatest range of staff with city prosecutors' offices having only two or three personnel and county prosecutors' offices having more than 900 personnel. It is important to note that no more than two prosecutors from any agency were assigned to IL3CP projects during the replication period.

More important, no additional funding was required for the projects in any of the three pilot cities. The establishment of specific target initiatives may require additional funding over time, but as demonstrated in the pilot city projects, alternative funding sources may be identified by team members from partner agencies. The lack of funding is not considered to be an impediment to IL3CP.

The establishment of project teams is a crucial step in any IL3CP project. Since the foundation of the concept is collaborations and partnerships, no particular agency is considered to be a team leader or lead agency. Project functions are supported by a variety of agencies, each taking turns leading targeted initiatives within their area of expertise.

Information collection, analysis, and dissemination are the most critical components of IL3CP. Information regarding crime, offenders, victims, neighborhood concerns, problem properties, and community needs form the basis for intelligence led decision making. A careful analysis of this information will guide team members to informed decisions regarding target initiatives and enforcement actions. It is important to note that information collection alone is not intelligence. Information must be analyzed by trained professionals before it can be useful. However, not all agencies employ, or can afford to employ, full time, professionally trained analysts.[29]

Once a law enforcement agency decides to employ the IL3CP approach to public safety in their jurisdiction, specific steps should be taken to ensure successful outcomes. The actions listed below are designed to guide agency executives in this process. Minor adjustments to certain actions may be necessary to accommodate agency structure or resources.

- **Executive support.** Executives from all law enforcement and prosecutorial agencies must agree to participate in the project. Continuous buy-in and support from top level executives establishes a priority for agency personnel responsible for successful development of the project.

- **Community policing assessment.** IL3CP extends the principles of community policing to the prosecutor's office, as well as other criminal justice agencies that may be not familiar with or fully engaged in its practices. Following from this is an opportunity for a law enforcement agency to reassess its current community policing practices by line officers, supervisors, managers, and executive level personnel. The Community Policing Self-Assessment Tool (CP-SAT) provided by the COPS Office is one of many methods available for this function.

---

29. Peterson, *Intelligence-Led Policing* (see note 4).

- **Project team creation.** The assignment of representatives from participating agencies should be carefully considered. Representatives should have sufficient authority to make day-to-day decisions affecting the project, subject to secondary review by top level executives. Initial team members should be limited to essential personnel needed to implement the project. Additional team members can (and very likely will) be added as the project progresses. At a minimum, representatives from all law enforcement and prosecutorial agencies should be part of the project team. Regular and frequent meeting schedules should be established for team members to collaborate on project development, share information, and evaluate progress.

- **Problem identification.** While crime and perceptions of community safety will likely be the impetus for the implementation of an IL3CP project, careful consideration of the root cause of these conditions is warranted. The problem-solving model, SARA (scanning, analysis, response, assessment)—a primary element of community policing—is most effective in this step. In some circumstances, community meetings, surveys, or focus groups may be needed to identify community problems and concerns. Development and dissemination of reliable intelligence information is also an important factor in this step. CompStat-style meetings are ideally suited for this purpose.

- **Community prosecution training.** Law enforcement and prosecutorial agencies unfamiliar with the concepts of community prosecution are strongly encouraged to attend compre-hensive training programs to familiarize personnel with common practice and terminology. A number of free training programs are available from the Association of Prosecuting Attorneys (APA) and the Center for Court Innovation. Training programs are also an excellent opportunity for agency executives to reaffirm their support and commitment to the project.

- **Establishment of goals and objectives.** Overall project goals and objectives provide a road map for team members to follow in implementing an IL3CP project. While goals are broad based, objectives should be specific in both action and time. Performance metrics are essen-tial for assessing progress and effectiveness of short-term efforts and long-term goals. The SMART acronym (specific, measurable, attainable, relevant, timely) is a useful tool in develop-ing goals and objectives.

- **Target neighborhood identification.** Ideally, the IL3CP model would become standard op-erating procedure throughout an entire agency or jurisdiction. However, such an undertaking can be challenging for law enforcement agencies regardless of their size and population. Initial attempts to implement IL3CP should be conducted in a small community. This will allow for the creation of smaller project teams who will become familiar with the process and adapt it to meet local procedures and practices. Lessons learned from smaller projects can then be applied to larger projects or entire jurisdictions. The initial development of IL3CP in Rockland County followed this format and evolved into a countywide practice over the course of about 12 months.

- **Identification of target initiatives.** Using information learned through the problem identifi-cation process, targeted initiatives should be developed to reduce or eliminate community problems. Initiatives should include several quickly attainable objectives that will be readily

apparent to residents and team members. Street light repair, high visibility police actions, and neighborhood cleanup projects were the most frequently used objectives in the pilot city replications. Target initiatives should be designed for both short- and long-term goals.

- **Kickoff meetings.** All project stakeholders should be provided with an overview of the project goals and expected outcomes prior to the start of any targeted initiatives, enforcement efforts, or formal media release. Law enforcement roll calls, office wide meetings for prosecutors, and community meetings provide opportunities to explain the project and respond to questions and answers. It is particularly important to communicate this information to disenfranchised neighborhoods by emphasizing the focus on community safety rather than high volume criminal enforcement. In addition, community resource providers should be invited to attend all meetings to distribute information regarding assistance programs that demonstrate positive alternatives and reinforce the strength based direction of the program.

- **Partnerships.** Project goals and objectives, target initiatives, and community events will undoubtedly require the assistance of other agencies, personnel, facilities, supplies, materials, etc. The Rockland County Special Victims Center is an excellent example of an initiative that took more than two years to complete. Through donations of time, material, and money by community residents, local businesses, and nonprofit organizations, it was built at no cost to the county. The recruitment of project partners with the resources to provide specific assistance is a hallmark of the IL3CP project.

- **Updates.** Project updates should be provided to all stakeholders, especially the community, through in-person meetings, social media outlets, e-mail, newsletters, and other available sources. It is important to provide regular status reports about enforcement projects, progress toward current objectives, and future program development to persons directly affected by them. Information about successful efforts, milestones, or reduction in targeted crime should be publicly acknowledged and celebrated.

- **Documentation.** Documenting all aspects of the project not only helps to chronicle the actions involved in the execution of specific objectives but also provides reference material for future projects of a similar nature. Detailed records of events, participants, partnerships, outcomes, and tried-but-failed methods can be invaluable for future projects, funding applications, or project recognition efforts.

- **Assessment.** Progress toward established goals and objectives should be regularly evaluated through performance metrics, crime data, and citizen perceptions of crime and safety. Crime analysis units in law enforcement agencies are often well suited for this type of evaluation but should not be the only option considered. Universities, especially those with advanced degree programs in criminal justice or social sciences, may be recruited as partners to conduct project evaluations. Volunteers are also an excellent source for the manpower needed to process information generated by target initiatives. Once a target initiative has been evaluated as successful and no longer needed, formal closure efforts should be conducted. Public events and news

media releases should be held to acknowledge positive outcomes and successful partnerships and to highlight individual accomplishment. Similarly, less than successful efforts should be critiqued to identify obstacles and lessons learned. This information should be shared with all participating agencies to the extent possible.

The steps outlined here provide a foundation for agencies to use in implementing an IL3CP project. Variables within each jurisdiction may require adjustments to certain action steps and will require onsite assessment. Additional assistance in community policing, community prosecution, and intelligence-led policing programs is available from the COPS Office, as well as several other DOJ agencies.

SUMMARY

The IL3CP process as developed in Rockland County, New York, is a promising model of policing that has the potential to benefit both law enforcement and prosecutorial agencies. Although the concepts of the model are not new, the synthesis of their individual components into a comprehensive approach to public safety is unique. Improvements in agency and community partnerships, community trust, and information sharing were clear benefits realized by the pilot cities project. As a result of their initial projects, all three pilot cities expanded IL3CP projects to other communities within their jurisdictions, which is a testament to their satisfaction with the model.

Agency executives that choose to implement the IL3CP model in their jurisdictions are reminded of the fact that it is a collaborative effort. Police or prosecutors acting independently of each other cannot successfully implement the model. Redefined police-prosecutor relationships were readily apparent in all three pilot cities and took time to develop. Significant consideration should be given to strengthening—or in some cases developing—these relationships prior to the start of an IL3CP project.

"The hardest partnerships to develop were those with each other [police]."

—Kristen Conklin, Senior Assistant District Attorney, Rockland County, New York

Further, agency executives should not be overly presumptuous regarding immediate reductions in crime. As demonstrated in this project, initial reporting of crime actually increased as a result of intervention efforts. It is important to allow adequate time for projects to develop fully to begin to realize long-term reductions. In this project, reductions in crime were not realized until the end of the 12-month evaluation period.

As previously mentioned, this report is offered as a preliminary and rudimentary assessment of the IL3CP approach to crime and public safety. It is hoped that this document will encourage others to adapt the IL3CP approach to their jurisdictions and that a more extensive and robust series of assessment will follow.

APPENDIX A. COMMUNITY SURVEYS

Mesa, Arizona—Doran Corridor

Note: This survey has been slightly modified to adhere to COPS Office publishing standards.

Hello, my name is _____. We're conducting a survey among Mesa residents who live in your area about neighborhood concerns and how the Mesa Police Department can work with you to address these concerns. I'd like to speak with you for a few minutes.

Are you 18 years of age or older? ☐ Yes ☐ No

[IF NO, ASK TO SPEAK TO SOMEONE IN THE HOUSEHOLD WHO IS OVER 18]

Throughout this interview, I will be asking you questions which deal ONLY within your neighborhood. Please keep this in mind when answering the questions.

1. Overall, how safe do you feel in your neighborhood during:

Degree of safety felt in neighborhood	Daylight hours	Hours when it is dark
Very safe	☐	☐
Somewhat safe	☐	☐
Neither safe nor unsafe	☐	☐
Somewhat unsafe	☐	☐
Very unsafe	☐	☐

[If somewhat or very unsafe] What is the main reason you feel unsafe:

During the day? _____

Any other reasons? _____

At night? _____

Any other reasons? _____

2. How safe do you feel leaving your car in the parking lot where you live?

Very safe ☐

Somewhat safe ☐

Neither safe nor unsafe ☐

Somewhat unsafe ☐

Very unsafe ☐

3. I am now going to read you a list of activities that are performed by the Mesa Police Department. As I read each one, please tell me how important they are to you by ranking them 1 to 5, 1 being the most important to 5 being least important or no opinion.

Activity	1	2	3	4	5	No opinion
Reducing gang activity						
Improving police-youth relations						
Improving police-minority relations						
Responding to emergencies						
Positively impacting domestic violence issues						
Reducing stolen vehicles incidents						
Enforcing drunk driving laws						
Reducing illegal drug activity						
Protecting personal property						
Working with citizens to solve neighborhood problems						
Enforcing traffic laws such as speeding and red light violations						

4. During the past 12 months, have you or a member of your immediate family had contact with a member of the Mesa Police Department?

Yes ☐

No ☐

5. If contact did occur, was it the result of you or your immediate family member being a crime victim?

Yes ☐

No ☐

6. If contact did occur, how would you rate your overall level of satisfaction with the overall quality of the contact?

Excellent   ☐

Very good   ☐

Good   ☐

Fair   ☐

Poor   ☐

7.   In order to improve the quality of life in your neighborhood, what, in your opinion, is the most important issue you feel the Mesa Police Department should be addressing?

_____

_____

The following questions are optional and you are under no obligation to answer. Do you wish to continue?

8. How would you rate the quality of service provided by your landlord?

Excellent   ☐

Very Good   ☐

Good   ☐

Fair   ☐

Poor   ☐

[If poor] Why?: _____

9. What is the highest level of education you've had the opportunity to complete?

Some high school or less   ☐

High school graduate   ☐

Some college   ☐

College graduate+   ☐

10. Which of the following categories best describes your ethnic origin?

African American   ☐

American Indian   ☐

Asian American   ☐

Hispanic   ☐

White   ☐

Other   ☐

[Record gender]   ☐ Male   ☐ Female

Newport News, Virginia—Marshall Courts

Note: This survey has been slightly modified to adhere to COPS Office publishing standards.

Number of people living in your household: _____

Number of children living in household: _____

Ages of all children living in household: _____

Age of head of household: _____

Employment status of head of household (circle one): ☐ Employed   ☐ Unemployed

1. Please check the top three concerns/problems that you see in Marshall Courts:

☐ Graffiti   ☐ Littering   ☐ Gangs   ☐ Trespassing

☐ Fighting   ☐ Drug dealing   ☐ Nonresidents living on the property   ☐ Groups hanging out on the corners

Other concerns:_____

2. How would you rate the safety of your neighborhood **during the day**? (please check one)

☐ Very safe   ☐ Reasonably safe   ☐ Somewhat safe

☐ Very unsafe ☐ I don't know

3. How would you rate the safety of your neighborhood **after dark**? (please check one)

☐ Very safe   ☐ Reasonably safe   ☐ Somewhat safe

☐ Very unsafe ☐ I don't know

4. Do you feel safer in Marshall Courts today than you did a year ago? (please check one)

☐ Yes ☐ No

5. Please check ALL items that best state what needs you have that are not currently being met:

☐ Tutoring services for children   ☐ Mentoring services for children

☐ GED/adult education services   ☐ Maintenance and upkeep of property

Other needs: _____

6. Please check ALL items that represent the community events that you would like to have at Marshall Courts:

☐ CrimeWatch Group   ☐ Children's fair/game days   ☐ "Giveaway" events (clothing, food, etc.)

☐ Cookouts/block party   Others:_____

7. Please check ALL items that represent how you would like to get involved in Marshall Courts community enhancement efforts:

☐ Participate in Marshall Courts Residents' Council   ☐ Help organize community

☐ Participate in a neighborhood crime watch group for Marshall Courts

Others: _____

Saint Paul, Minnesota — East Side

Note: This survey has been slightly modified to adhere to COPS Office publishing standards.

December 28, 2011

Saint Paul East Side Resident/Business Owner

Greetings,

The Saint Paul Police Department, Ramsey County Attorney's Office, and Saint Paul City Attorney's Office have joined together to implement a different strategy to reduce crime in your neighborhood.

We know that a small percentage of offenders commit a large number of crimes. Because of this, we are collaborating on a "Community Prosecution" project, in which the police department and attorneys' offices will ensure that everyone knows who these chronic offenders are and will handle those cases accordingly.

To succeed with this plan, we need your help. Enclosed you will find a short survey; the questions will help measure your satisfaction regarding police and prosecution and your overall feelings about safety in your neighborhood. After six months, we will re-survey you and get your feedback to determine if you see any difference in crime and safety in your neighborhood. All responses will be tabulated by Mail Survey Solutions, Readex Research, an independent research company, and will be kept strictly confidential.

Please take a few moments to complete the survey. Once done, return it to our contractor in the business reply envelope provided. You only need to fill out one survey per household/business.

Your candid feedback will help us gauge our effectiveness and help us help you!

Sincerely,

Thomas E. Smith, Chief of Police
John Choi, Ramsey County Attorney
Sara Grewing, Saint Paul City Attorney

Citizen Survey Questionnaire—Saint Paul Police Department

1. What are the top three concerns or problems you see in your neighborhood? (please check only three)

☐ graffiti   ☐ drug dealing   ☐ noise

☐ fighting   ☐ gangs   ☐ other (please specify): _____

☐ loitering   ☐ juvenile crime

☐ littering   ☐ trespassing   ☐ none

2. How would you rate the safety of your neighborhood **during the day**? (please check one option)

☐ very safe   ☐ neither safe nor unsafe   ☐ very unsafe

☐ somewhat safe   ☐ somewhat unsafe   ☐ don't know

3. How would you rate the safety of your neighborhood **after dark**? (please check one option)

☐ very safe   ☐ neither safe nor unsafe   ☐ very unsafe

☐ somewhat safe   ☐ somewhat unsafe   ☐ don't know

4. Do you feel more safe, about the same, or less safe in your neighborhood now than you did 12 months ago?

☐ more safe   ☐ about the same   ☐ less safe

5. What are the top three most important concerns or problems that the Saint Paul Police Department should be working to improve?

1. _____

2. _____

3. _____

6. Have you or others in your household been a victim of a crime in the last 12 months?

☐ yes ☐ no

7. Have you or others in your household had personal, face-to-face contact (crime victim, traffic stop, personal interview, etc.) with a member of the Saint Paul Police Department in the last 12 months?

☐ yes   ☐ no   if no, please check box and skip to #9 below

8. If yes, how would you rate your level of satisfaction with the quality of the contact? (please check one option)

☐ very satisfied   ☐ neither satisfied nor dissatisfied   somewhat dissatisfied

☐ somewhat satisfied   ☐ very dissatisfied

8a. Why do you say that?

_____

9. In which of the following community events would you like to be involved? (please check all that apply)

☐ crime watch group   ☐ neighborhood block party

☐ Facebook crime watch ☐ none of these

☐ does not apply—I am currently involved in one or more of these activities

10. If you are not interested in being involved in any of the community events listed in #9, why not?

_____

Thank you for completing this survey.

APPENDIX B. SAINT PAUL PROJECT GOALS AND OBJECTIVES

Note: This appendix has been slightly modified to adhere to COPS Office publishing standards.

Mission—Intelligence-led policing through community policing, community prosecution, and community involvement.

Goals—By implementing the IL3CP model, the Saint Paul Police Department, Saint Paul City Attorney, and Ramsey County Attorney's Offices seek to reduce crime and enhance the quality of life for the residents in the project area through

- community engagement;
- problem solving;
- case administration;
- interagency partnerships.

Goals—Prosecutor's role in community engagement

Objective—To increase public/police access to prosecutors.

Action steps

1. Have specific office hours and phone access for officers.

2. Have prosecutors attend all roll call meetings within the grid a minimum of three times to address street cops on issues and provide information.

3. Have prosecutors attend multiple community/business owners meetings to provide information and gain information about grid area.

Objective—To increase police/prosecutor understanding of community concerns and characteristics.

Action steps

1. Have prosecutors do ride-alongs with law enforcement in the grid areas.

2. Have law enforcement/prosecutors attend community/business meetings to learn about issues.

3. Develop partnerships with agencies to problem solve issues identified by community.

Objective—Increase public input to law enforcement and prosecution.

Action steps

1. Send out survey and analysis.

2. Have meetings with community to gain cooperation and advise them of the project.

3. Develop relations with business and resources that are serving the grid areas.

4. Do check backs with community leaders for feedback or modification.

Objective—Increase community confidence in law enforcement and prosecution.

Action steps

1. Increase communication regarding efforts of the project via meetings or website.

2. Demonstrate and communicate the cooperative efforts of law enforcement and prosecution as a team by increasing coordination of charging and prosecuting cases.

3. Document efforts via statistics to demonstrate action that is focused on the grid and that has an effect on targeted areas.

4. Increase access to the message at community meetings and website that we encourage citizen cooperation and participation to make their streets safer.

Problem solving

Objective—Identify chronic offenders, nuisance properties, and active hot spots for intervention to reduce crime.

Action steps

1. Use data and input from street officers to identify chronic offenders and active hotspots of criminal activity.

2. Communicate with law enforcement and with the support of prosecution to increase documentation of police contacts or enhance charges that relates to the grids.

3. Work with prosecution to insure maximum chargeable cases with maximum disposition and communicate to stakeholders.

4. Work with inspection agencies, law enforcement, prosecution, and fire marshal to reduce the incidences of nuisance properties.

Objective—Reduce target offenses.

Action steps

1. Coordinate police and prosecution efforts to get maximum charges, bail and dispositions in the grid area.

2. Reduce occurrence of targeted offenses:

• Residential burglaries

• Commercial burglaries

• Auto thefts

• Aggravated assaults

Objective—Strengthen, identify, and develop community resources and partnerships that pro-vide crime prevention, diversion, or alternative incarceration.

Action steps

1. Do research; consult with the community, businesses, probation, and law enforcement to identify resources and stakeholders that can affect the community in the grid areas.

2. Have law enforcement, prosecution, courts, probation, and public defenders develop a proto-col that may allow diversion and alternative response to juveniles who do not have a significant record to keep them from reoffending.

3. Work with probation courts and public defender to try and "fast track" cases so they will appear faster in court than the current system allows.

4. Develop relationships with agencies that can offer services to defendants, respondents, and families to reduce the potential for criminal activity and provide pro-social activities to youth on the streets.

Objective—Reduce recidivism of chronic offenders.

Action steps

1. Increase quality of police reports to increase prosecution charge, bail, and disposition.

2. Develop list of resources and work with probation and court to require conditions of probation (if not incarcerated) such as mental health care of chemical dependency,

Objective—Enhance victim services.

Action steps

1. Identify resources (government and nongovernment) for victims that would support their needs and enhance their cooperation and satisfaction with the criminal justice system.

2. Law enforcement and prosecution will work with victim to increase their communication and cooperation.

Case administration

Objective—Improve internal and external communication within the prosecutor's office through increased prosecutor familiarity with street cops and community.

Action steps

1. Prosecutors will do ride-alongs with law enforcement.

2. Prosecutors will have office hours at the patrol station and be available by phone.

3. Prosecutors will (as necessary) develop training aids to the street-level officer to assist their work and investigation.

Objective—Increase efficiency of case processing through law enforcement identification of chronic offender/problem properties and coordinate successful prosecution/problem solving strategies.

Action steps

1. Prosecutors (felony and misdemeanor prosecution) will work with street officers to identify the chronic offender and when cases are charged, ensure the court has the criminal history to gain maximum bail and consequences along with conditions of release, if appropriate.

2. Encourage the community (when appropriate) to give victim impact statements.

3. Involve inspectors, fire marshals, law enforcement, and government civil attorneys to explore opportunities to punish financially slum landlords or landlords who rent to people who require repeated police resources.

4. Stakeholders in the criminal justice system will be educated about projects.

Objective—Increase conviction rate by focusing targeted resources on targeted offenders for maximum results.

Action steps

1. Law enforcement will provide past record on repeat offenders to prosecution when presenting cases from the grid.

2. Prosecutors will reduce plea bargaining on these types of cases.

3. Prosecutors will meet with each other and share information.

Interagency partnerships

Objective—Identify and develop strong relationships between agencies and community resources to increase communication, coordination and cooperation.

Action steps

1. Identify and meet with government agencies, community leaders, elected officials, and business owners, and identify what contribution they can make to reduce crime, solve problems, and improve the quality of life for citizens in the grid.

2. Allow contributors to participate and identify goals of success.

Objective—Institute regular meetings with the partners and expand communication to include schools, businesses, and neighbors.

Action steps

1. Schedule meetings among prosecutors and law enforcement on a weekly basis to discuss community intelligence.

2. Meet every two weeks to look at crime statistics to be flexible in plan to address issues.

3. Initiate meetings with school administrators and students, if possible, to include them in the solution.

4. Have community meetings to listen to their concerns and encourage their participation by having them call the police when they see suspicious activity.

5. Meet with business and resource agencies to have them join in the solution of reducing crime.

Objective—Use partnerships to strengthen prosecution or develop diversion options.

Action steps

1. Discuss types of cases considered with public defender, corrections, courts, and law enforcement and develop criteria and process.

2. Identify resources for clients for pro-social activities, adult support, or mentors; identify mental health or chemical dependency resources and other resources to assist in redirecting behavior.

REFERENCES

Chapman, Robert. 2008. "Community Partnerships: A Key Ingredient in an Effective Homeland Security Approach," *Community Policing Dispatch* 1, no. 2 (November). http://cops.usdoj.gov/html/dispatch/february_2008/security.html.

Gill, Charlotte, David Weisburd, Trevor Bennett, and Cody Telep. 2011. "Community-Oriented Policing to Reduce Crime, Disorder, and Fear and Increase Legitimacy and Citizen Satisfaction in Neighborhoods: A Systematic Review." Paper presented at the annual meeting of the American Society of Criminology, Annual Meeting, Washington Hilton, Washington, DC, November 18.

Kelling, George L., and James Q. Wilson. 1982. "Broken Windows." *Atlantic Monthly* 249, no. 3 (March). http://www.theatlantic.com/magazine/archive/1982/03/broken-windows/304465/.

Kennedy, David M., and Sue-Lin Wong. 2012. *The High Point Drug Market Intervention Strategy*. Washington, DC: Office of Community Oriented Policing Services. http://ric-zai-inc.com/Publications/cops-p166-pub.pdf.

Modafferi, Peter A. 2007. "The World is Flat: The 21st-Century Reality and What It Means to Law Enforcement," Police Chief 74, no. 5 (May). http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display_arch&article_id=1185&issue_id=52007.

Nugent, Elaine. 2004. *The Changing Nature of Prosecution: Community Prosecution vs. Traditional Prosecution Approaches*. Alexandria, VA. American Prosecutors Research Institute. http://www.ndaa.org/pdf/changing_nature_of_prosecution.pdf.

Office of Community Oriented Policing Services. *Community Policing Defined* (Washington, DC: Office of Community Oriented Policing Services, 2014). http://ric-zai-inc.com/Publications/cops-p157-pub.pdf.

Peterson, Marilyn. 2005. *Intelligence-Led Policing: The New Intelligence Architecture*. Washington, DC: Bureau of Justice Assistance. https://www.ncjrs.gov/pdffiles1/bja/210681.pdf.

Porter, Rachel. 2011. *Choosing Performance Indicators for Your Community Prosecution Initiative*. Washington, DC: Association of Prosecuting Attorneys. http://www.courtinnovation.org/sites/default/files/documents/Choosing_Performance_Indicators.pdf.

Sherman, Lawrence W. 1992. "Attacking Crime: Police and Crime Control," in *Modern Policing*, vol. 15 of Crime and Justice, eds. Michael Tonry and Norval Morris. Chicago: University of Chicago Press.

Wolfgang, Marvin E., Robert M. Figlio, and Thorston Sellin. 1972. *Delinquency in a Birth Cohort.* Chicago: University of Chicago Press.

ABOUT THE IACP

The **International Association of Chiefs of Police (IACP)** is the world's premier law enforcement membership organization, dedicated to serving the leaders of today and developing the leaders of tomorrow. The IACP was founded in 1893 to encourage cooperation and exchange of information among police administrators and to promote the highest standards of performance and conduct within the police profession. With more than 23,000 members in more than 100 countries, this vision continues today.

The IACP serves the leaders of today through advocacy, education, research, and professional services. From new technologies to emerging threats and trends, the IACP is at the forefront of the most contemporary and pressing issues facing police leaders. Through internationally acclaimed conferences and trainings, ground-breaking research, and unparalleled outreach and advocacy efforts, the IACP works hard to help law enforcement respond to these issues.

The IACP is also focused on developing the leaders of tomorrow. The IACP Center for Police Leadership, Police Chief Mentoring program, and Discover Policing initiative are just a few examples of the many training and educational opportunities designed to prepare tomorrow's leaders for the challenges they will face.

Learn more at www.theiacp.org.

ABOUT THE COPS OFFICE

The **Office of Community Oriented Policing Services (COPS Office)** is the component of the U.S. Department of Justice responsible for advancing the practice of community policing by the nation's state, local, territorial, and tribal law enforcement agencies through information and grant resources.

Community policing begins with a commitment to building trust and mutual respect between police and communities. It supports public safety by encouraging all stakeholders to work together to address our nation's crime challenges. When police and communities collaborate, they more effectively address underlying issues, change negative behavioral patterns, and allocate resources.

Rather than simply responding to crime, community policing focuses on preventing it through strategic problem solving approaches based on collaboration. The COPS Office awards grants to hire community police and support the development and testing of innovative policing strategies. COPS Office funding also provides training and technical assistance to community members and local government leaders, as well as all levels of law enforcement.

Another source of COPS Office assistance is the Collaborative Reform Initiative for Technical Assistance (CRI-TA). Developed to advance community policing and ensure constitutional practices, CRI-TA is an independent, objective process for organizational transformation. It provides recommendations based on expert analysis of policies, practices, training, tactics, and accountability methods related to issues of concern.

Since 1994, the COPS Office has invested more than $14 billion to add community policing officers to the nation's streets, enhance crime fighting technology, support crime prevention initiatives, and provide training and technical assistance to help advance community policing.

- To date, the COPS Office has funded the hiring of approximately 127,000 additional officers by more than 13,000 of the nation's 18,000 law enforcement agencies in both small and large jurisdictions.
- Nearly 700,000 law enforcement personnel, community members, and government leaders have been trained through COPS Office-funded training organizations.
- To date, the COPS Office has distributed more than eight million topic-specific publications, training curricula, white papers, and resource CDs.
- The COPS Office also sponsors conferences, roundtables, and other forums focused on issues critical to law enforcement.

The COPS Office information resources, covering a wide range of community policing topics—from school and campus safety to gang violence—can be downloaded at www.cops.usdoj.gov. This website is also the grant application portal, providing access to online application forms.

Intelligence-Led Community Policing, Community Prosecution, and Community Partnerships (IL3CP) is a unique approach to community policing that extends community partnerships to include prosecutorial and community service organizations along with law enforcement. The innovative program was developed and refined by the Rockland County District Attorney's Office (RCDAO) in New York State. Based on the promising implementation, the International Association of Chiefs of Police worked with diverse three jurisdictions—Mesa, Arizona; Newport News, Virginia; and Saint Paul, Minnesota—to implement similar approaches tailored to their circumstances and needs. This publication provides an overview of the initial program as implemented in Rockland County, as well as the efforts to pilot IL3CP in the other jurisdiction and the important lessons learned about benefits, successes, and challenges in implementing this innovative approach.