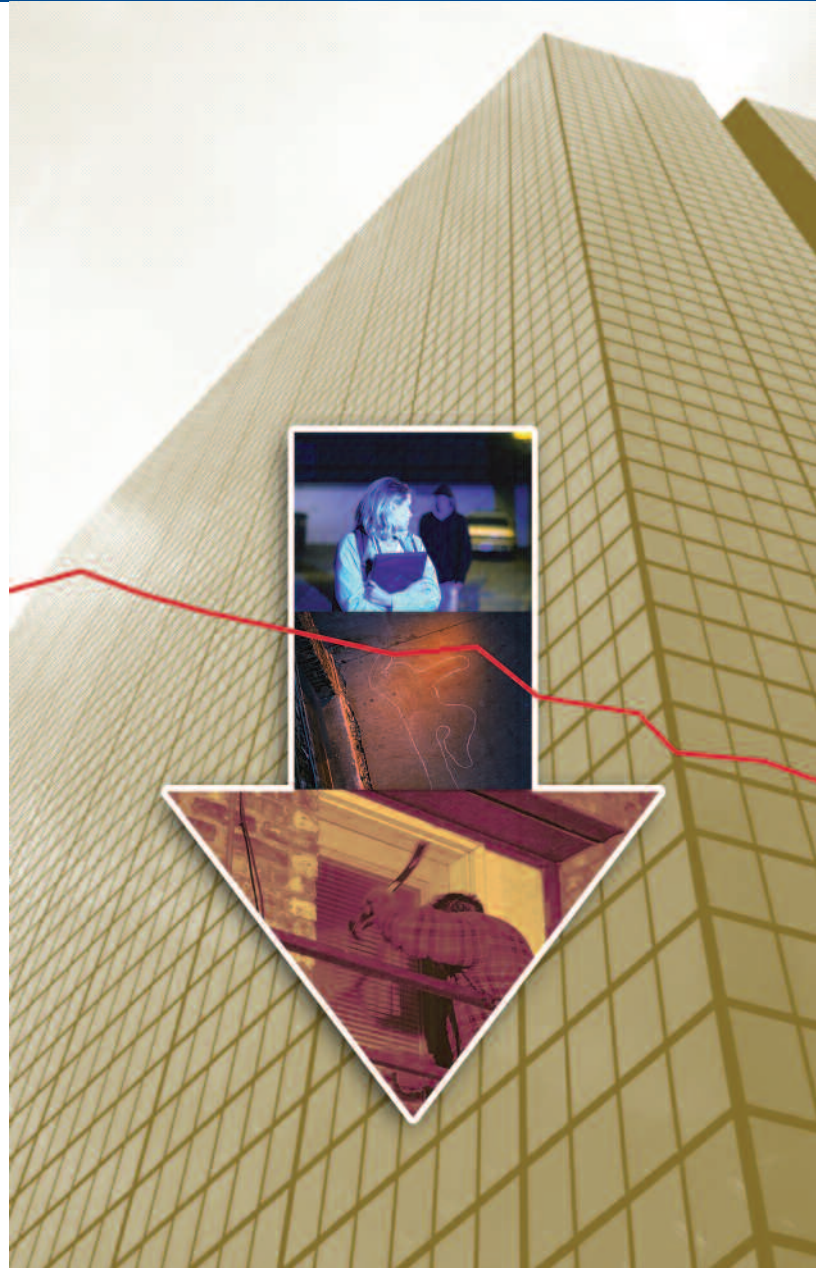
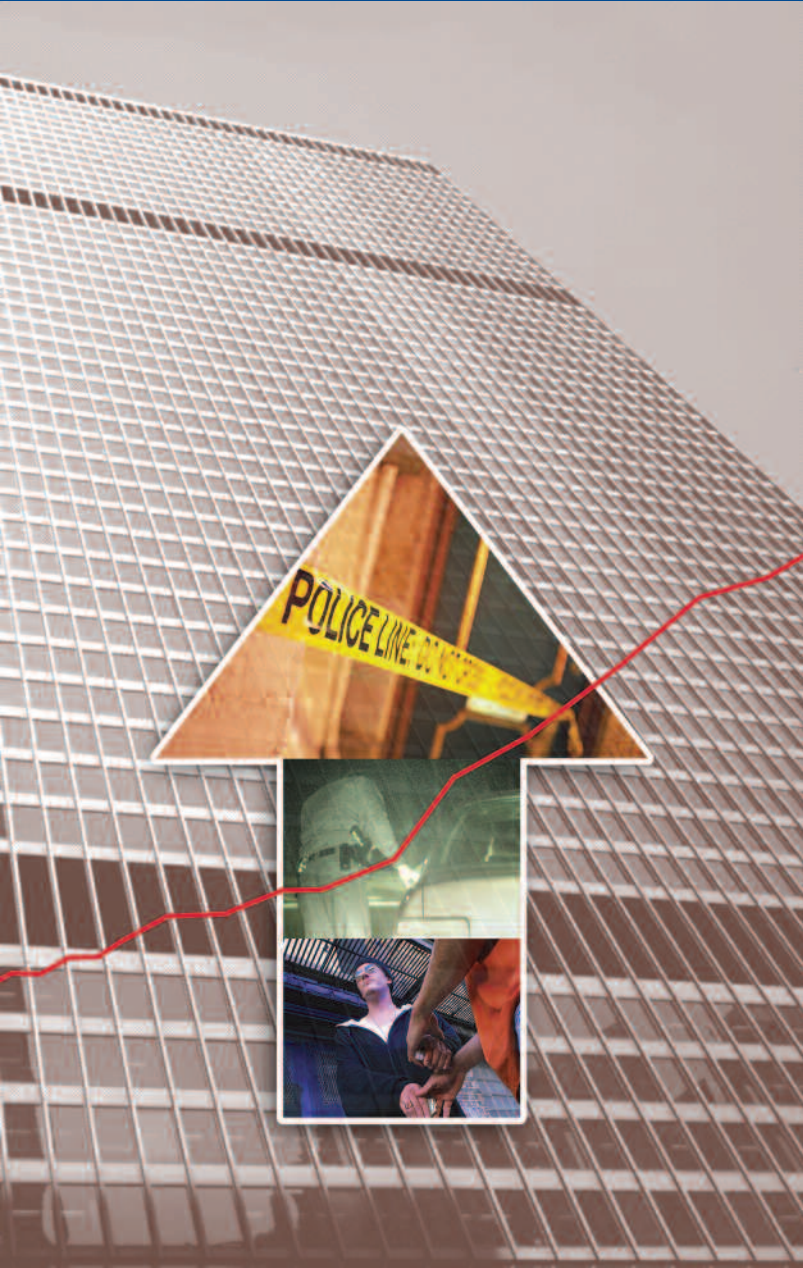


CRITICAL ISSUES IN POLICING SERIES:

Violent Crime in America: “A Tale of Two Cities”



POLICE EXECUTIVE
RESEARCH FORUM

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November 2007



POLICE EXECUTIVE
RESEARCH FORUM

This publication was supported by Motorola, Incorporated. The points of view expressed herein are the authors' and do not necessarily represent the opinions of Motorola, Inc., or individual Police Executive Research Forum (PERF) members.

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Printed in the United States of America

ISBN: 978-1-934485-04-0

Edited by Craig Fischer

Cover and interior design by Dave Williams. On front cover, building photographs are courtesy of (left) Daniel Stein/istockphoto and (right) Christopher Penler/istockphoto. Photographs on arrows are courtesy of Brand X Pictures.

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Motorola Vice President Mark Moon

Acknowledgments

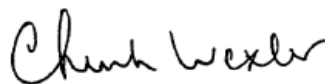
PERF'S SECOND VIOLENT CRIME SUMMIT AND THIS report would not have been possible without the contributions of a great number of people and organizations. We are very grateful to all who have been involved in focusing the nation's attention on the resurgence of violence in many communities, in analyzing the causes of violent crime, and in identifying the promising countermeasures that many police departments are undertaking.

First, we would like to thank all of the police and sheriffs' departments that responded to PERF's August 2007 Violent Crime survey, which served as the foundation for the discussions at the Summit. This was the third time in a year that PERF asked policing agencies to give us information about their violent crime levels, and we are grateful that so many agencies continue to provide us with the information we need. In our latest survey, we not only asked for crime statistics, but also for police officials' views on the factors that contribute to crime, and we asked them to provide narratives of the programs and policies they are undertaking to reduce violence. We are thankful for the thoughtful and detailed information that we received, which permeates this report.

And of course, the success of the Summit hinged on the willingness of police chiefs, sheriffs, and other officials from state and local governments and the U.S. Justice Department to make time in their schedules to fly to Chicago and spend a day discussing the violent crime issue. We are grateful to all of the policing leaders who came to the Summit and shared their expertise and wisdom.

Special thanks also are due to our partners at Motorola, Inc. for their continued support of the *Critical Issues in Policing* series of reports on major issues affecting law enforcement. Motorola graciously offered to host the Violent Crime Summit at its Galvin Center for Continuing Education in Schaumburg, Ill., and provided a reception at its Innovation Center the evening before the Summit. Thanks go to Greg Brown, Motorola's President and Chief Operating Officer; Mark Moon, Corporate Vice President and General Manager, Government and Commercial Markets; and Rick Neal, Vice President, Government Strategy and Business Development. And thanks to Valerie Damolaris and Dave Weisz for their hard work in providing us with everything we needed at Motorola's facilities.

Finally, a number of talented PERF staffers deserve credit for organizing the Summit and the research that preceded it. Bill Tegeler, acting director of PERF's Center on Force and Accountability, provided strong leadership for the entire project. Jim Cronin conducted the Violent Crime Survey and skillfully analyzed the results. Nathan Ballard, Jason Cheney, Andrea Luna, Eileen McDermott, Emily Milstein-Greengart, and Rebecca Neuburger attended to the countless tasks involved in ensuring that the Summit could proceed smoothly and focus on the important issues at hand. And special thanks to Craig Fischer, our director of communications, who thoughtfully pulled all of this information together, edited it, and was responsible for the final publication. We are fortunate for his wisdom and insight.



Executive Director
Police Executive Research Forum
Washington, D.C.



Introduction

By PERF Executive Director Chuck Wexler

FOR MORE THAN TWO YEARS, THE POLICE EXECUTIVE Research Forum has been focusing attention on the levels of violent crime across the United States:

- We have conducted three major surveys of police departments in which we asked chiefs and sheriffs for their latest violent crime statistics, and most recently we asked them what they think is driving violent crime in their jurisdictions, and what they are doing about it.
- We held two Violent Crime Summits, in Washington, D.C. in August 2006, and in suburban Chicago in September 2007, bringing together more than 100 chiefs, sheriffs, mayors, and other leaders to discuss the findings of the surveys and to obtain their wisdom on the violent crime issue.
- And of course, the violent crime issue continues to be a focal point in PERF's daily interactions with law enforcement executives across the country.

Based on all of our research and consultations with chiefs and sheriffs over the least two years, we have concluded that violent crime is taking a new path. During the 1990s and early 2000s, crime fell sharply in most jurisdictions. But now, violent crime levels have become unstable.

In 2005 and 2006, violent crime levels nationwide increased, and some cities experienced double-digit or even triple-digit percentage increases in homicides and other violence. In some jurisdictions, the changes were startling: For example, Boston experienced a 10-year high in its number of homicides. In Cincinnati, the number of homicides was the highest in 20 years. Orlando, Fla. and Prince George's County, Md. experienced *all-time* highs in murders.

In response to these upswings, departments are making changes in deployment strategies, and early indications for 2007 suggest that the countermeasures are beginning to have an impact on crime, according to PERF's latest survey. When the same sample of 56 jurisdictions used in PERF's previous surveys are analyzed, aggregate crime levels reported by police agencies for the first six months of 2007 show overall reductions in homicides and other violent crimes.

Importantly, however, there are still many jurisdictions reporting *increases* in violent crime. For example, 28 jurisdictions reported decreases in homicides, but 22 reported increases, and six reported no change.

We are calling this latest violent crime report "A Tale of Two Cities" to reflect this volatility of crime patterns. If the last two years' violent crime levels seemed to be moving up across the country, this year the picture is more complicated, with a number of cities beginning to reverse this trend, while others continue to see increases. This report aims to go beyond the statistics and to explore the causes of crime trends. Why is Baltimore seeing an increase in homicides, while Houston is seeing a decrease? Why is robbery an increasing problem in Atlanta, but receding in Detroit? Why are aggravated assaults increasing in Kansas City, but declining in Dallas?

Often, there is a "tale of two cities" within a single city; for example, our latest data show that many jurisdictions are reporting increases in homicide or robbery, but decreases in aggravated assaults. Philadelphia, for example, reported a 9-percent jump in murders, but an 8-percent decrease in aggravated assaults.

Of course, the volatility in violent crime that we first identified in 2005 is a significant change from what we saw a decade ago, when crime rates were falling almost everywhere, year after year. But this report is not just about crime numbers. It's about our efforts to identify why some communities are turning the corner on some crimes while others continue to see steady increases. Our goal is to isolate the variables that police chiefs are identifying as the major causes of this new pattern. Defining these variables could prove very important for future crime-prevention efforts.

In other words, we want to change the way that people view crime. In the past, criminologists waited several years to make conclusions about crime trends. They were cautious about drawing conclusions and waited until they could state with scientific certainty that there was a changing pattern. The problem with that approach is that by the time a crime trend has been identified, the information is so old as to make it useless, because new trends, new crime patterns, and new causes of crime have taken hold. Programs and policies that we undertake today, to respond to the crime problems of last year, are not likely to succeed.

Instead, we want to steer policing toward a “National Compstat” approach—using accurate, timely information to track crime as it happens, to search for pockets of violence wherever and whenever they occur, and to react quickly. **In a sense, we believe that police leaders should act more like public health epidemiologists, who don't wait for a pandemic to overtake the nation, with hundreds or thousands of people dead, before they sound an alarm and start implementing countermeasures.**

One of the major shifts in policing over the last 10 years is that American police and the communities they serve are far more inclined to

make dramatic changes in strategies more quickly, rather than wait for crime patterns to become entrenched. Police chiefs and sheriffs use timely information to identify local crime trends on a daily or weekly basis, and they respond immediately, precinct by precinct, “hot spot” by “hot spot,” to halt the damage. Thousands of lives have been saved as a result; the number of homicides nationwide fell from nearly 25,000 in 1991 to slightly over 15,000 in 2004, no doubt due in large part to police agencies' ability to provide timely, accurate information that police and communities were able to use to devise effective anti-crime strategies. It is time for the United States to take that approach to the national level.

This report provides the latest information about violent crime levels in 168 jurisdictions that responded to PERF's latest crime survey. In order to maintain consistency with PERF's two previous violent crime reports, which tracked a smaller sample of 56 jurisdictions, our analysis of crime trends is based only on the original 56 jurisdictions.

This report also provides details about changes in policies and programs recently undertaken to reduce crime in all 168 jurisdictions that responded to our survey. And it presents the views of more than 100 chiefs and sheriffs who attended PERF's second Violent Crime Summit, held in suburban Chicago in September 2007, about the causes of violence, the programs and policies departments have undertaken to reduce violence, and which programs and policies policing leaders believe are most promising.

We hope that this information will help police agencies across the United States to identify the variables that cause crime to increase or recede, and to plan effective programs that will help protect the residents they serve.

Overview

POLICE AND SHERIFFS' DEPARTMENTS ACROSS the United States are experiencing volatility in their violent crime rates, and have launched a variety of initiatives to better understand the nature of their local crime problems and to devise the most effective and efficient countermeasures. Some of the new crime-fighting programs seem to be producing excellent results.

In a nutshell, that is what members of the Police Executive Research Forum (PERF) learned at the second Violent Crime Summit, a meeting of more than 100 police chiefs, sheriffs, mayors, and other officials held on September 26, 2007 in suburban Chicago. The high-level meeting, convened as part of PERF's *Critical Issues in Policing* series supported by Motorola, gave participants an opportunity to compare notes about the causes of violent crime and to find out which anti-crime programs are proving most effective in their colleagues' jurisdictions.

This report will provide information about the latest violent crime statistics for the first six months of 2007, as well as the many anti-crime programs being developed—programs like targeting the most serious gun crime offenders for federal prosecution; expanding the use of technology

(including ShotSpotter gunshot detection systems and widespread use of video cameras); sending Fugitive Apprehension Teams to get hardened, repeat offenders off the streets; and creating juvenile units that combine tough enforcement for serious offenders with delinquency prevention efforts, such as truancy, curfew, and jobs programs, for youths who are just “on the precipice” of a career of violence.

BACKGROUND: 'ALARMING TREND' OF INCREASING VIOLENCE

Violent crime was reduced dramatically in the United States during the 1990s—falling 30 percent between 1992 and 2004, according to the FBI's Uniform Crime Reports (UCR). During that period, the number of homicides declined from 23,760 to 16,148. (See Figure 1 for violent crime trends as reported by the UCR since 1986.)

However, in 2005 PERF began to hear reports from its member chiefs about substantial increases in violence in many cities across the United States. The FBI's UCR figures for 2005 confirm the anecdotal reports that PERF had been hearing: Violent

crime increased 2.3 percent from 2004 to 2005. That included a 3.7-percent increase in homicides, and a 4.0-percent increase in robberies.

As a result of work that PERF was conducting in Minneapolis regarding anti-crime measures, the mayor of that city, R.T. Rybak, and Police Chief Tim Dolan suggested that PERF bring together several mayors and chiefs to explore the reports of increasing violence, and PERF began to plan such a meeting. As word spread about the meeting, it became clear that “we had struck a nerve,” PERF Executive Director Chuck Wexler said; more than 170 police chiefs, mayors, and other officials from 50 cities came to Washington, D.C. for PERF’s first Violent Crime Summit, held in late August 2006.

The consensus of that meeting was that “a gathering storm of violent crime,” in the words of Los Angeles Chief William Bratton, needed to be brought to the nation’s attention. (Because of the steady decreases in crime rates during the 1990s and early 2000s, crime for some time had fallen off the radar screen as a public policy issue at the national level.)

To help inform the national debate about crime that police chiefs were launching, PERF also worked to develop hard statistics to back up the anecdotal information we were receiving. The FBI’s UCR reports are considered a “gold standard” for crime statistics in the United States, but because the UCR is based on data from more than 17,000 law

Figure 1. Violent Crime Statistics: A 20-Year Perspective

Year	Violent crime		Murder		Robbery		Aggravated assault	
	Number	% change from prior year	Number	% change from prior year	Number	% change from prior year	Number	% change from prior year
1986	1,489,169		20,613		542,775		834,322	
1987	1,483,999	-0.3%	20,096	-2.5%	517,704	-4.6%	855,088	2.5%
1988	1,566,221	5.5	20,675	2.9	542,968	4.9	910,092	6.4
1989	1,646,037	5.1	21,500	4.0	578,326	6.5	951,707	4.6
1990	1,820,127	10.6	23,438	9.0	639,271	10.5	1,054,863	10.8
1991	1,911,767	5.0	24,703	5.4	687,732	7.6	1,092,739	3.6
1992	1,932,274	1.1	23,760	-3.8	672,478	-2.2	1,126,974	3.1
1993	1,926,017	-0.3	24,526	3.2	659,870	-1.9	1,135,607	0.8
1994	1,857,670	-3.5	23,326	-4.9	618,949	-6.2	1,113,179	-2.0
1995	1,798,792	-3.2	21,606	-7.4	580,509	-6.2	1,099,207	-1.3
1996	1,688,540	-6.1	19,645	-9.1	535,594	-7.7	1,037,049	-5.7
1997	1,636,096	-3.1	18,208	-7.3	498,534	-6.9	1,023,201	-1.3
1998	1,533,887	-6.2	16,974	-6.8	447,186	-10.3	976,583	-4.6
1999	1,426,044	-7.0	15,522	-8.6	409,371	-8.5	911,740	-6.6
2000	1,425,486	0.0	15,586	0.4	408,016	-0.3	911,706	0.0
2001	1,439,480	1.0	16,037	2.9	423,557	3.8	909,023	-0.3
2002	1,423,677	-1.1	16,229	1.2	420,806	-0.6	891,407	-1.9
2003	1,383,676	-2.8	16,528	1.8	414,235	-1.6	859,030	-3.6
2004	1,360,088	-1.7	16,148	-2.3	401,470	-3.1	847,381	-1.4
2005	1,390,745	2.3	16,740	3.7	417,438	4.0	862,220	1.8
2006	1,417,745	1.9	17,034	1.8	447,403	7.2	860,853	-0.2

Source: FBI. See http://www.fbi.gov/ucr/cius2006/data/table_01.html

enforcement agencies, it takes months for the FBI to compile, verify, and release the data. PERF speeded up the process by collecting official crime statistics—the same data provided to the FBI—from a much smaller sample of 56 law enforcement agencies.

A series of PERF surveys based on those jurisdictions indicated that violent crime increases did seem to be more than a matter of isolated cases. PERF’s study released in early 2007, *Violent Crime in America: 24 Months of Alarming Trends*, found that in the 56 jurisdictions studied, the number of homicides in 2006 was 10.2 percent higher than in 2004. Robberies increased 12.3 percent in that period; aggravated assaults, 3.1 percent; and aggravated assaults with a firearm, 10.0 percent.

PERF’s sample of 56 jurisdictions appears to be a good barometer. When the UCR figures, based on a much larger number of jurisdictions, were released months after PERF’s “early warning system” reports, the two sets of statistics have proved

quite similar. For example, below are the comparable PERF and FBI figures on the changes from 2005 to 2006. (See Figure 2.)

Often, the nationwide crime totals mask significantly more serious problems in certain cities or subgroups. For example, according to the UCR, homicides showed an overall increase of 1.8 percent between 2005 and 2006; but among cities with populations of a million or more, homicides increased 6.8 percent.

Figure 2. UCR vs. PERF Sample (comparing 2006 to 2005)

Crime	UCR % Change	PERF % Change
Homicide	+1.8%	+2.9%
Robbery	+7.2	+6.5
Aggravated Assault	-0.2	-2.2

Evanston, Ill. Deputy Chief Demitrous Cook





Jurisdictions' Violent Crime Levels: Change from Jan.-June 2006 to Jan.-June 2007

Crime Type	% of All Jurisdictions		
	Reported a Decrease	Reported No Change	Reported an Increase
Homicide (N=163)	35.0%	21.9%	43.1%
Robbery (N=163)	44.4%	5.0%	50.6%
Aggravated Assault (N=163)	58.1%	1.9%	40.0%
Aggravated Assault w/ Firearm (N=137)	48.5%	10.4%	41.0%

2007 NATIONAL ISSUES SERIES

PERF's Second Violent Crime Summit: "A Tale of Two Cities"

PERF DECIDED TO HOLD A SECOND VIOLENT Crime Summit to take the analysis to the next level, by asking police chiefs and other officials to name the factors that they believe are most important in causing violent crime, to describe the programs they have undertaken recently to reduce crime, and to tell us which anti-violence programs are most effective in their jurisdictions.

The second Violent Crime Summit, part of the PERF/Motorola *Critical Issues in Policing* series, was held at Motorola's headquarters in Schaumburg, Ill. on September 26, 2007. Again, PERF prepared for the Summit by conducting a survey of law enforcement agencies. Reflecting the wider focus of the Summit agenda, the latest survey asked respondents about the factors contributing to crime and about anti-crime programs, in addition to violent crime statistics for the first six months of 2007. The survey collected information from 168 jurisdictions, but to maintain consistency with PERF's previous surveys, the following analysis of trends is based on the smaller sample of 56 jurisdictions used in PERF's two previous crime surveys.

SURVEY RESULTS

Violent Crime Statistics

Responding agencies were asked to report the number of homicides, robberies, aggravated assaults, and aggravated assaults with firearms reported in their jurisdictions during the first six months of 2007, as

well as the comparable figures for the first six months of 2006.

As seen in Figure 3, the numbers for 2007 suggest that police agencies' changes in strategies, coupled with initiatives in the community, are beginning to make a difference. Among the same 56 jurisdictions studied in PERF's two previous Violent Crime reports, all four crime categories showed overall decreases: 1.63 percent for homicide; 5.40 percent for robbery; 5.27 percent for aggravated assault; and 8.10 percent for aggravated assault with a firearm.

These figures, showing decreases in all four categories of crime, are encouraging. However, the aggregate figures do not tell the entire story, because they tend to mask significant variations in what is occurring.

For example, among the 56 jurisdictions, there was an overall decrease of 1.63 percent in the number of homicides, and 28 jurisdictions, exactly half, reported decreases in murders. That is the good news. But we must not overlook the fact that 22 jurisdictions reported *increases* in their numbers of homicides (and six reported no change). See Figure 4.

Figure 3. Number of crimes reported by police agencies, Jan.–June 2007 compared to Jan.–June 2006

Crime	% Change
Homicide	-1.63%
Robbery	-5.40
Aggravated Assault	-5.27
Agg. Assault w/Firearm	-8.10

Figure 4. Change in Crime Rates from January–June 2006 to January–June 2007

Homicide			Robbery		
Increase	Decrease	No Change	Increase	Decrease	No Change
Alexandria, VA	Boston	Appleton, WI	Appleton, WI	Alexandria, VA	Nashville
Arlington, TX	Charleston, SC	Baltimore	Arlington, TX	Baltimore City	
Atlanta	Cincinnati	County, MD	Atlanta	Baltimore	
Baltimore City	Dearborn, MI	Chicago	Charleston, SC	County, MD	
Broward Sheriff's Office	Denver	Fairfax County, VA	Dallas	Boston	
Charlotte-Mecklenburg, NC	Detroit	Rochester, NY	Fairfax County, VA	Broward Sheriff's Office	
Cleveland	Hartford, CT	Seattle	Lowell, MA	Charlotte-Mecklenburg, SC	
Dallas	Houston		Miami	Chicago	
Fort Wayne, IN	Las Vegas		Milwaukee	Cincinnati	
Frederick, MD	Los Angeles		Orlando, FL	Cleveland	
Kansas City, MO	Lowell, MA		Pasadena, CA	Dearborn, MI	
Miami	Memphis		Phoenix	Denver	
Norfolk, VA	Milwaukee		Richmond, CA	Detroit	
Pasadena, CA	Minneapolis		San Antonio	Fort Wayne, IN	
Philadelphia	Montgomery County, MD		San Jose, CA	Frederick, MD	
Prince George's County, MD	Nashville		Savannah	Hartford, CT	
San Francisco	New Haven, CT		Springfield, MA	Houston	
Savannah Chatham, GA	Newark, NJ		West Palm Beach, FL	Kansas City, MO	
Springfield, MA	Orlando, FL			Las Vegas	
St. Louis	Phoenix			Los Angeles	
Trenton, NJ	Prince William County, VA			Memphis	
Washington, DC	Richmond, CA			Minneapolis	
	Sacramento, CA			Montgomery County, MD	
	San Antonio			New Haven, CT	
	San Jose, CA			Newark, NJ	
	Virginia Beach, VA			Norfolk, VA	
	West Palm Beach, FL			Philadelphia	
	White Plains, NY			Prince George's County, MD	
				Prince William County, VA	
				Rochester, NY	
				Sacramento, CA	
				San Francisco	
				Seattle	
				St. Louis	
				Trenton, NJ	
				Virginia Beach, VA	
				Washington, DC	
				White Plains, NY	

Aggravated Assault

Increase

Cleveland
 Kansas City, MO
 Las Vegas
 Lowell, MA
 Nashville
 Norfolk, VA
 Orlando, FL
 Pasadena, CA
 Richmond, CA
 San Antonio, TX
 San Jose, CA
 Savannah-Chatham, GA
 West Palm Beach, FL
 White Plains, NY

Decrease

Alexandria, VA
 Appleton, WI
 Arlington, TX
 Atlanta
 Baltimore City
 Baltimore County, MD
 Boston
 Broward Sheriff's Office
 Charleston, SC
 Charlotte-Mecklenburg, NC
 Chicago
 Cincinnati
 Dallas
 Dearborn, MI
 Denver
 Detroit
 Fairfax County, VA
 Fort Wayne, IN
 Frederick, MD
 Hartford, CT
 Houston
 Los Angeles
 Memphis
 Miami
 Minneapolis
 Montgomery County, MD
 New Haven, CT
 Newark, NJ
 Philadelphia
 Phoenix
 Prince George's County, MD
 Prince William Co., VA
 Rochester, NY
 Sacramento, CA
 San Francisco

Seattle
 Springfield, MA
 St. Louis
 Trenton, NJ
 Virginia Beach, VA
 Washington, DC

Aggravated Assault with a Firearm

Increase

Arlington, TX
 Baltimore City
 Fairfax County, VA
 Fort Wayne, IN
 Las Vegas
 Lowell, MA
 Miami
 Nashville
 New Haven, CT
 Pasadena, CA
 Prince William County, VA
 San Antonio, TX
 San Francisco
 San Jose, CA
 Virginia Beach, VA
 West Palm Beach, FL

Decrease

Appleton, WI
 Boston
 Broward Sheriff's Office, FL
 Charleston, SC
 Charlotte-Mecklenburg, NC
 Cincinnati
 Cleveland
 Dallas
 Denver
 Frederick, MD
 Hartford, CT
 Houston
 Kansas City, MO
 Los Angeles
 Memphis
 Orlando, FL
 Philadelphia
 Phoenix
 Prince George's County, MD
 Richmond, CA
 Rochester, NY
 Savannah-Chatham, GA
 Seattle
 Springfield, MA
 St. Louis
 Trenton, NJ
 White Plains, NY

No Change

Baltimore County, MD
 Dearborn, MI

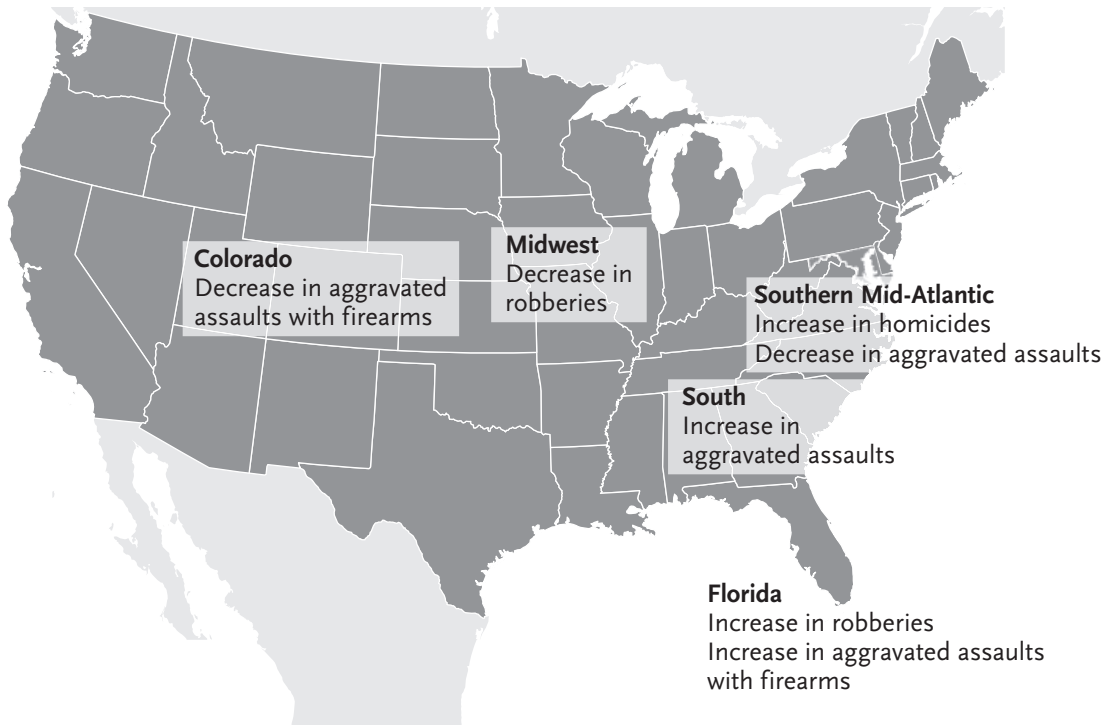
The same is true for the other categories of crime. In the robbery category, 37 jurisdictions reported decreases in the first half of 2007, but 18 showed increases, and one showed no change. Looking at crime this way, aggravated assault showed the most favorable results, with 41 departments reporting decreases, but 14 showed increases. And for aggravated assault with a firearm, 27 departments reported decreases, but 16 reported increases (two departments showed no change, and 11 were not able to provide data yet, because departments typically collect this information for the FBI's UCR system, which does not require the aggravated-assault-with-firearm information at the six-month level.)

Thus, the “Tale of Two Cities” can be seen at the most basic level: Many departments recorded decreases in violence for the first half of 2007, but many departments are continuing to experience increases in violence.

In an effort to discern any regional trends in violence, PERF analyzed the data from all 168 jurisdictions that responded to the survey. The following patterns emerged:

- An increase in homicides, and a decrease in aggravated assaults, in the southern mid-Atlantic region (Maryland, the District of Columbia, and Virginia).
- A decrease in robberies in Midwest states (Illinois, Indiana, Michigan, Missouri, Minnesota, and Ohio).
- Increases in robberies and aggravated assaults with firearms in a large number of Florida jurisdictions.
- Increases in aggravated assaults in Southern states (Arkansas, Georgia, Kentucky, Louisiana, North Carolina, South Carolina, and Tennessee).

Figure 5. Regional Trends in Violent Crime



- A decrease in aggravated assaults with firearms in five Colorado jurisdictions.

release of nearly 650,000 offenders from federal and state prisons every year, and an even greater number from local jails).

Factors Contributing to Violent Crime

PERF’s survey asked participants to assign a ranking to a list of factors that are often cited as contributing to violent crime; participants were instructed to rank the factors (or name any factors not included in the list) in terms of the impact they have had on violent crime in their own jurisdictions, especially any recent increases in violent crime.

As seen in Figure 6, the most highly ranked contributing factor to violent crime, cited by more than three-fourths of all responding agencies, was gangs, followed by juvenile crime. Nearly two-thirds of all respondents cited impulsive violence and “disrespect” issues, as well as unemployment and poverty, and “reentry” issues (the

Programs and Policies to Reduce Violence

As seen in Figure 7, the most commonly implemented type of program to reduce crime, reported by nearly two-thirds of the jurisdictions that responded to the PERF survey, was “Hot Spots” enforcement. This type of program, also known as “putting cops on the dots,” focuses police enforcement and problem-solving efforts on the particular locations that are known to generate the most 911 calls for service or other indicators of crime. Community-oriented policing and problem-oriented policing initiatives followed, at 44 and 37 percent, respectively.

Figure 6. Top 10 Factors Identified as Contributing to Violent Crime

Factors Contributing to Violent Crime	Percent of Agencies Identifying this as a Problem
Gangs	77%
Juvenile/Youth Crime	74
Impulsive Violence/“Disrespect” Issues	66
Economy/Poverty/Unemployment	63
Release of Offenders from Correctional Institutions Back into the Community	63
Cocaine	61
Poor Parenting	58
Increased Availability of Guns	56
Methamphetamines	38
Insufficient Prison/Jail Space	38

The survey also asked participants to name the programs or policies in their jurisdictions that they believe have been most effective in reducing violent crime, and to provide brief narratives describing the programs and any available evidence

that the programs are effective. Many of the programs cited by survey respondents will be featured in the narrative of this report; see also Appendix B for many program descriptions as provided by responding agencies.

Figure 7. Programs/Policies Implemented in Response to Violent Crime

Programs/Policies Implemented in Response to Increase in Violent Crime	Percent of Agencies Implementing Program/Policy
Hot Spots Enforcement	63%
Community-Oriented Initiative	44
Problem-Solving policing	37
Cooperation with Other Departments (e.g., drug task forces)	37
Gang Suppression (enforcement)	37
Shifts in Police Resources (moving desk officers to patrol, or reassigning employees based on changes in crime)	28
Drug Enforcement, Such as Crackdowns on Open-air Drug Markets	23
Targeting for Enforcement of Repeat Offenders	22
Hiring/Recruiting More Officers	20
Federal Grant Programs (Weed & Seed, Project Safe Neighborhoods)	17
Technology (cameras, radios, computer systems, CEDs)	15
School Resource Officers	12
“Zero Tolerance” of Low-Level Disorder Policies	12
Juvenile Crime Programs	10
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The Violent Crime Summit: Focusing on the Causes of Crime

THE MORNING SESSION OF THE SECOND Violent Crime Summit, held on September 26, 2007, was devoted to analyzing the causes of violence in the jurisdictions represented by the chiefs and other officials in attendance.

Increase in Juvenile Crime: Mayor R.T. Rybak of Minneapolis, who helped spark PERF's violent crime initiative, led off by telling the group that in his city, "one of the main drivers [of crime]—certainly in our case, *the* main driver—was the increase in violence committed by juveniles." Minneapolis experienced a 21-percent increase in homicides in 2006, a 17-percent jump in robberies, and a 16-percent increase in aggravated assaults. The main problem, Mayor Rybak said, was "juveniles who had far greater access to guns, juveniles who were far more willing to pull the trigger, juveniles who were less connected to traditional gangs and were more connected to very arbitrary gangs. All



Minneapolis Mayor R. T. Rybak

of that led to a much more chaotic experience out on the streets. There were too many kids raising themselves, too many kids having kids of their own."

Orange County, Florida Sheriff Kevin Beary also said that crimes by juveniles account for some of the problems in his county, which includes Orlando. "Our homicide rate is up 77 percent this year," he said. "We're tracking to beat our record number from last year. I've had 14 officer-involved shootings this year and one officer killed. I lay some blame on our state. We don't seem to want to fix the juvenile justice system—which is a revolving door."

However, Sheriff Beary said that the adult criminal justice system in Florida is also too lenient. "It's a joke," he said. "The last three individuals who shot two of my deputies had 88 total arrests."

Increasing Role of Guns in Violent Crime: Newark, New Jersey Police Director Garry McCarthy offered a perspective on the

notorious Ivy Hill shootings of four young people, three fatally, in August, allegedly by a group of gang members led by Jose Lachira Carranza, a 28-year-old illegal immigrant from Peru. Noting that Carranza had been arrested multiple times for aggravated assault, aggravated sexual assault of a five-year-old, and weapons offenses, but had been released on bail, Director McCarthy said Carranza was the “poster child” for the issue of illegal immigration and crime, “because he should have been in federal custody and he also should have been in county custody.”

“But if we’re going to talk about national policies with respect to immigration, we need to talk about national policies with guns,” McCarthy added. “Because that’s what’s killing inner-city youths today. If the guns weren’t available, the shootings wouldn’t be occurring at the rates that they’re occurring. It’s a lot harder to kill somebody with a golf club than it is with a gun.”

Miami Chief of Police John Timoney agreed. “We’re starting to find that in some cities, the number of people shot remains the same or actually declines, but the homicides are up,” he said—and the reason is that murderers are using more powerful guns, with more lethal ammunition, and are shooting their victims multiple times. So shootings that in the past might have been survivable—particularly in light of advances in emergency medical care—now are fatal.

When police officers discharge their weapons in the line of duty, they typically hit their targets about 20 percent of the time, Chief Timoney said. “Let’s assume perpetrators do the same thing, they hit at a 20-percent rate,” he said. “Prior to the expiration of the [federal] assault weapon ban [in September 2004], the clips only held 10 bullets, so you could assume if the bad guys shoot 10, they hit you with two. Now, and this is all over Florida, particularly South Florida, we’re being flooded with these AK-47s; they’re the gun of choice. Instead of getting hit with two bullets out of 10, you’re getting hit with six out of 30. It’s much more lethal. And the bullets are clearly more powerful, more deadly. They can go through car doors, through walls.”

“Two or three years ago, we had the lowest homicide rate since 1967 in Miami,” Timoney said. “Then the homicides skyrocketed with the availability of AK47s. And it went from 3% of all homicides being committed with AKs, up to 9% two years ago, then 18% last year and this year it is around 20%. And it’s going up.”

Garry McCarthy of Newark, a 25-year veteran of the New York Police Department, said he believes Chief Timoney’s analysis is “exactly correct, based on what I’ve seen so far in Newark [since being named police director in October 2006]. We’ve got a 30-percent reduction in shooting incidents this year, but only a 5-percent reduction in murder. So it is higher-caliber bullets. I hadn’t seen an AK-47 in



Newark, N.J. Police Director Garry McCarthy



Miami Chief John Timoney



Los Angeles Assistant Chief Earl Paysinger



Orange County, Fla. Sheriff Kevin Beary

New York City going back 15 years—they just didn't exist. In Newark, in our first six or eight months we recovered about 15 of them. [We have had] running gun battles through the streets, with 30, 40 rounds being fired."

"And the other thing that we're experiencing is outright assassinations. Guys pulling up with the car, hopping out and chasing a guy down the block and firing the entire magazine—16 rounds from a 9-millimeter."

But Karyn McCluskey of the Strathclyde Police in Scotland said that her country has been named the most violent in Europe, with 167 murders last year in a country with a population of 5.1 million, and most of the homicides were committed with knives. "We have young, disaffected boys who cut each other," she said. "So in a sense, we have exactly the same issues. It's not just about guns. I think they will find any way [to hurt each other]."

A Cause of *Reduced Violence*: Community Confidence: Earl Paysinger, assistant chief of police in Los Angeles, offered an explanation for reductions in violent crime in that city: community confidence in the Police Department. "One of the things we're finding is that people have some greater confidence in our department and are much more willing to call the police when a crime occurs," he said. "That wasn't the case five or 10 years ago. For years, there

was an enormous amount of distrust in the Los Angeles Police Department. I recall a situation when I was the commanding officer in the South Bureau, which tends to be one of our more problematic areas. A homicide occurred about 2 o'clock in the morning, and several people who were going to work actually stepped over the corpse and made a conscious choice not to even call the police. Today, we have people calling our department in record numbers, burning that phone up. In our communications center we average about 3.2 million calls on an annual basis, 800,000 of which result in actual calls for service. I think that this is a natural byproduct, and I think a positive byproduct, of how the community now enjoys an increased level of confidence in the type and degree of policing that we're offering."

Asked by a colleague *how* the LAPD increased community confidence, Paysinger continued: "It's reaching out to communities that, years ago, we didn't even talk to. Here's one example. Many of you deal with community-based gang intervention specialists, those groups who receive city, state and federal funding to address gang issues and problems; some are former gang members. We held many of those individuals at arm's length years ago. We did not acknowledge them or their work. Today we have formed a relationship that's the complete antithesis of what we had five years ago. And I'm talking specifically about a consistent dialogue and



Kansas City Chief James Corwin and Houston Chief Harold Hurtt



Fort Wayne, Ind. Police Chief Rusty York and Collier County, Fla. Sheriff Donald Hunter

a level of trust that's produced dramatic results, and has helped us achieve crime reductions that would not have previously been possible."

The Question of Immigrants and Crime: When PERF surveyed its members regarding the causes of crime, it included "crimes committed by immigrants" on the list of possible contributors to violence, but crime by immigrants did not make the top 10 list of contributing factors reported by police and sheriffs' departments.

However, crime by illegal immigrants was one of the first issues to surface at the Summit meeting in Chicago, and one of the more controversial issues. One thing that became very clear was that the issue would benefit from some solid research; as Chuck Wexler noted, "We don't really know the extent of crime in illegal immigrant communities, either in terms of the number of crimes committed, or the number of crime victims who are illegal immigrants. Further, we know that many police departments have worked hard to build trust with these communities, relying on immigrants to help in solving crime and encouraging victims to report crime."

Like many of his peers, Kansas City, Missouri Police Chief James Corwin called for a practical approach to immigration issues. "Emotions are running wild, and this is being used as a political wedge issue, but if we go back to our principles of problem-solving and community policing, we can

fix the problems," he said. For example, he said, "In our Latino population on our West Side, I have an officer assigned to a day laborer operation. It's very simple community policing principles, and it's dropped crime in that area by 50 percent, and calls for service down to zero."

Don Hunter, Sheriff of Collier County, Florida, a jurisdiction that includes Naples and Marco Island, expressed concern about several contributors to crime, including property tax cuts that have resulted in a \$6-million cut in the Sheriff's Office budget. But "the issue for me," Sheriff Hunter said, "is that we found that 40 percent of all our outstanding felony warrants were for illegally present foreign nationals. And 60 percent of all our outstanding homicide warrants are for illegally present foreign nationals." When immigrants who have legal status are included, he said, 88 percent of the county's outstanding homicide warrants are for foreign nationals. He added that breaking the cycles of recidivism through criminal alien removal seems a likely solution to further crime reductions. "We've also had a problem with illegal manufacture of IDs in Florida and a concern with larger and more organized criminal street gangs," he said.

Sheriff Beary underscored Sheriff Hunter's concern. "It seems to be taboo to talk about illegal aliens [and crime]," he said. "I have 5,000 wanted criminal illegal aliens in Orange County alone. We

do regular sweeps with ICE [U.S. Immigration and Customs Enforcement] and other federal agencies and the various task forces.”

Importantly, Beary also noted that “when you talk about immigration, unfortunately, that is where our victims are now, too.” Illegal immigrants are afraid to use banks for fear of being reported to immigration authorities, he said, so they tend to carry large sums of cash. “So they are being targeted by young thugs, especially near these ‘go cash your check’ places,” Beary said. “We actually have stake-outs at these check-cashing places, because we know that if a Mexican immigrant farmer is going to go into this place to get his checks cashed, he’s a target. And [the robbers] are out there, waiting in a car with guns, and it’s easy pickin’s.”

“I think the immigration issue is coming to the forefront now, and I think that some national strategies really need to be talked about on that.”

On the other hand, Beary cited the contributions that illegal immigrants have made to his state. “I can tell you that in Florida, after three hurricanes in 2004, we would not have a roof put on anywhere in the state if it weren’t for the illegal immigrants who had the opportunity to make money and fix things,” he said.

A Canadian Perspective on Immigration: Chief William Blair of the Toronto Police Service said he has had a different experience regarding crimes

committed by immigrants. “Forty-five percent of all immigrants who come to Canada come to my city. We look very closely at who’s committing crime, and when we had a spike in violence in 2005, a lot of people came forward and said, ‘Let’s send these people back where they came from.’ And so we looked at who was committing crime and who the victims were. And overwhelmingly they were young people who were born in our city and in our communities. So there was no place to send them; they were ours.”

However, Chief Blair added: “The new immigrant populations that we see getting into trouble with the law, it’s in those places where they do not integrate well into society, where there’s a lot of unemployment, poverty, where English as a second language is a bit of a problem, and there’s housing issues tied into that.”

Finally, Blair said, “We are finding that we’re having some problems with the second generation of immigration. The parents come in and they’re hard-working, they want to succeed. But their kids are having a little bit of trouble integrating, and they’re committing crime, and violent crime, disproportionately to their numbers.”

Identification Cards for Illegal Immigrants:

Compared to pundits who shout at each other about illegal immigration on TV news stations, police chiefs and mayors, even though they differ



Carl Peed, Director of the Justice Department COPS Office



Springfield, Mass. Commissioner Ed Flynn and New Haven, Conn. Mayor John DeStefano, Jr.

somewhat on the immigration issue, generally seem to have a practical, real-world approach to the issue.

New Haven, Connecticut Mayor John DeStefano said, “I get the mail saying, ‘What part of *illegal* don’t you understand?’ But my response is that there are 13 million of these people here in America. They’re not going anywhere. They’re doing work that nobody else wants. [I understand that] there’s huge tension in the community; there’s tension in the African-American community that [illegal immigrants] are taking away jobs from them. But they’re here, and God bless you if you think that Congress and the President are going to take care of this any time soon—you’re an optimist.”

In New Haven, Mayor DeStefano said, the city is issuing identification cards to undocumented residents or anyone else who wants them, based on matriculas [cards issued by the Mexican government through its consulate offices to identify Mexican nationals living outside of Mexico], passports, and proof that you live in the city. “The reason we’re doing that is that 10 percent of the city is undocumented at this point, and it’s kind of hard to police 10 percent of your city if you don’t know who’s there,” the mayor said. “We’re using it not only to identify them both for the police and for themselves, but we’re marrying it to financial access—to open bank accounts and things like that.”

The Violent Crime Summit: New Programs and Policies That Show Promise

PERF'S 2006 VIOLENT CRIME SUMMIT MADE chiefs aware that they were not alone in facing violent crime surges. At the 2007 Violent Crime Summit, police chiefs, sheriffs, and mayors focused on learning what their colleagues have been doing to deal with the problem—new programs or policies designed to reverse the bad trends that have been developing.

PERF has identified a group of cities that suffered significant increases in violent crime 2006, but have seen major improvements so far in 2007. This section of the report will describe the violence-reduction programs of those cities: Cincinnati, Detroit, Minneapolis, Newark, and Sacramento. Other cities' programs are described in sidebars.

Cincinnati—Targeting Violent Offenders from All Angles: Cincinnati experienced a 13-percent increase in homicides in 2006 compared to 2005, and a 20-percent increase in aggravated assaults with a firearm. But in the

first six months of 2007, homicides fell 21 percent compared to the same period of 2006, and robberies and aggravated assaults with a firearm dropped nearly as much.

Cincinnati officials credit the improvements to the creation of a 60-person tactical unit with city-wide jurisdiction to address crime and disorder issues, which aims to reduce violent crime in targeted areas. The Police Department also cited the Cincinnati Initiative to Reduce Violence (CIRV), which has compiled a database of violent offenders and shared information with all local, state and federal agencies to target the offenders from all angles—law enforcement, parole, and social services. Mid-level drug trafficking also was targeted, resulting in more search warrants, gun recoveries, and drug seizures, and a reduction in calls for service regarding drug complaints.



Detroit Chief Ella Bully-Cummings

Detroit—A Multi-Agency Partnership to Take Down “The Worst of the Worst”: Detroit saw

its homicides increase 10 percent in 2006, and robberies increased 13 percent. But in the first six months of 2007, homicides dropped 5 percent, robberies declined 15 percent, and aggravated assaults declined 18 percent.

Chief Ella Bully-Cummings described how the Detroit Police Department launched a systematic attack on violence: “We had a Project Safe Neighborhoods grant, a federal grant, and we leveraged that and brought 10 law enforcement agencies to the table, and all of these agencies put resources on the table. What makes this an exceptional initiative is the commitment for the long term from the agencies; it wasn’t just an initiative that we were doing today. We have the U.S. Attorney, a county prosecutor, and others involved. Initially we started off in one sector, in the Northwestern District. We

developed a list of ‘the worst of the worst’ in that district, and then we began systematically to take them down.

“The success of what we call Operation TIDE (Tactical Intelligence-Driven Enforcement) was looking at the data and referring cases for federal prosecution for gun crimes rather than state prosecution, because of the certainty of punishment. There were a number of other things that we did. The state police came in and they provided visible patrol. Our gang enforcement was gathering intelligence on gun houses, dope houses.

“It’s my understanding that this is the first time there was an initiative with this many players at the table, with 10 law enforcement agencies. It was so successful in the Northwestern District, we’ve expanded into another district in Detroit. The focus

Providence Chief of Police Dean Esserman: *Gun Task Force and Threat of Federal Prosecution Reduced Gun Violence*

Under the department’s re-engineering initiative, “We put together a gun task force,” said Providence Police Chief Dean Esserman. “I asked the federal Bureau of Alcohol, Tobacco, Firearms and Explosives to roll on every gun arrest made in Providence, even if it’s not going to be adopted for federal prosecution, because I want an ATF badge in someone’s face, because kids will talk about it, and hopefully, learn from it.”

Members of the command staff met with community groups and decided to put out the message that the one thing the police won’t tolerate is violence in Providence. “We had a very long wind-up to it, because we were going to use tough tactics and wanted to make sure that we had the community’s permission and support to do it,” said Esserman. Every gun arrest in Providence is discussed



at the weekly Compstat meeting. Every gun arrest gets posted at roll call and the arresting officer is recognized by the command staff and their peers. Esserman stressed, “For every gun arrest, 24 hours a day, even in the middle of the night, ATF must show up and do an interview with detectives so that those kids know we’re serious and consistent.” Once an individual is convicted of a gun crime, a poster is made that shows how much time they’re sentenced to, where they’re sentenced, and how

many miles the federal prison is away from their home town. “Everything we do revolves around reducing violence, and the U.S. Attorney agreed with our state prosecutor that every gun arrest that is eligible for adoption *will* be adopted, not some,” said Esserman.

The combination of the gun task force and the threat of federal prosecution is making a big impact in reducing violence in Providence. “But what I have found is that starting things is easy; sustaining them is hard, because when out of nowhere, something goes bad, you have a bad month or week, there’s a tendency to search for how to do something differently,” said Esserman. The department made a commitment that this would be its priority, and “four and a half years into it, cutting the murder rate in half, cutting the shots fired in the city in half, the one thing we have been the most consistent about is taking guns off the streets in Providence.” ■

is to go after repeat offenders with weapons, because with the gun piece you get the drugs, and with the drug piece you get the gangs. And what was so significant was the daily discussions—because every day this group of people got together and went over the arrests and what was going on in the district, and making a decision as to which cases should go forward for federal prosecution versus being prosecuted under state law. ATF played a tremendous role, along with the U.S. Attorney.”

Operation TIDE reduces violent crime in targeted areas by identifying, arresting, and prosecuting the most violent criminals engaged in gun crimes. In the targeted Northwestern District, homicides decreased 43 percent since Operation TIDE’s inception—17 homicides in first 5 months of 2007, compared to 30 in same period of 2006. That success resulted in expansion of the program to the Eastern District. Some of the gangs being targeted are turning out to be sub-units of large, organized gangs with national networks.

Minneapolis Targets Juvenile Offenders for Enforcement and Delinquency Prevention: Minneapolis saw its homicides increase 21 percent in 2006, its robberies increase 17 percent, and its



Charlotte-Mecklenburg Deputy Chief Kerr Putney

aggravated assaults increase 16 percent. During the first six months of 2007, those numbers dropped 19 percent, 18 percent, and 12 percent, respectively.

Chief Tim Dolan explained how the Police Department came to realize that the city’s success in targeting gangs may have resulted in the new problem of violent crime by juvenile offenders: “We formed two or three years ago a Violent Offender Task Force with the FBI, also ATF, and ... we saw them just gut the upper levels of the major gangs in our city. They took out the Gangster Disciples, they

**White Plains Public Safety Commissioner Frank Straub:
*Holding Juveniles and Their Parents Accountable***

Our issues really stem from juvenile offenders. As a result, we started identifying our top juvenile offenders, to the point of getting pictures of them and putting them on an Intranet and in the MDTs. In addition, we include a physical description of them, where they live, prior offenses, who their associates are, and so on, so it’s a pretty in-depth database.

We focused on juvenile offenders for prevention, enforcement and intervention purposes. We do juvenile home visits as a prevention strategy



and/or as a follow-up to violent incidents. For example, if we hear of something developing in the schools through the School Resource Officers, or our Intelligence officers pick something up, we go to the homes of the

youth we think are going to drive the incident. We tell the parents and/or caregiver that we have information that their son or daughter is going to engage in a fight, or in a dispute with other youths, that we take this very seriously, and we’re going to take heavy enforcement actions. In addition to discussing enforcement with the parents, we also discuss underlying causes/issues and offer services to both the parents and the child. If the parents are home and the youth is not there, we’ll talk to the parents, but ideally we try to talk to both. And the message is that we’re going to hold the parents accountable as best we can. ■

**Newport News Chief of Police James D. Fox:
*Using MySpace to Investigate Juvenile Offenders***

We stumbled on the intelligence value of MySpace while investigating a juvenile homicide case. A lot of gang members, a lot of young kids are carrying guns, and they have a MySpace account. And we're doing excellent intelligence-based policing by just going

into their MySpace accounts and finding out what they're doing. [In the photographs of themselves that juveniles post on their MySpace pages], half of them have guns they're holding in their hands, bullet-proof vests—they're giving away intelligence.



But what scares me is that they have this gangster-like image on their MySpace page, and they're having to live up to it on the street. ■

took out a group we call the Tre-Tres on the North Side, and they took out the Bloods, and they took out that upper-level management.

“[Unfortunately,] one of the things we saw as a result of that is all these young kids coming up now trying to fill those gaps. We saw a disparate number of homicides and violence with our juveniles. Normally juveniles are about 20 percent of our violent crime; it rose to well over 50 percent. So we formed a task force that started targeting those violent juveniles, with county, federal, and juvenile probation authorities. Much the same format [as the Violent Offender Task Force], but on a juvenile level, this juvenile task force decides on its targets in advance, goes after them, serves the warrants, and basically chases these kids who nobody else was looking at.”

Asked how the juvenile offenders are targeted, Chief Dolan said: “Everyone one of us, in our cities, I’m sure can name the major players in the gangs. You know who they are. We’ve seen them time and time again. And instead of trying to get at them on an opportunity basis, we make a concerted effort with county, federal, and juvenile probation partners to go after those people. It’s not easy. You have to get people arrested, charged, and proffered, but they will roll on each other big time. You might make eight arrests federally, get them charged, you get eight more arrests out of those arrests.”

It is unusual for federal law enforcement agencies to be involved in juvenile investigations, but Dolan explained why federal agents are important to the program: “They’re out there arresting

**Nashville Chief Ron Serpas:
*Neighborhood Watch Groups—and Specialized Units***

We Compstat everything, but the most critically important number for us is the number of neighborhood watch groups



that are active. When I got [to Nashville] in January 2004, we had 250 active neighborhood watch groups. Today we have 363. That’s the most important measure to me of all of our measures, because that’s where we get our support, that’s where we can tell our message, that’s where we can do everything we do.

We do everything we can to avoid special units. And the reason is [they focus on a particular area for a limited period of time, and then] they go away.

And the second problem with special units, at least for us, is that it seems to be our experience that as soon as you say “special unit,” the rest of the cops say, “Oh, all right, that’s *their* problem,” and they don’t have anything to do with it any more. ■

with us, but they're not necessarily charging those cases. These offenders are going through our state system. But by having the federal agents involved, having those [federal] jackets out there, searching those dwellings, it has a huge ripple effect. Twice a week they go out in this task force and serve these warrants. The youths know that if they're wanted for a robbery or an aggravated assault, and somebody knocks on their door today [but they manage to avoid apprehension], the agents will be back next week. They're going to go to Grandma's house. If the youth leaves the city, they're going to show up there. So in a lot of cases they'll turn themselves in."

At the same time, Chief Dolan emphasized the crime prevention side of the juvenile unit: "We also have the officers focusing big time on truancy and curfew. It sounds really minor; they're status



**Bureau of Justice Assistance Director
Domingo Herraiz**

Las Vegas Sheriff Doug Gillespie: *A Strategic Planning Process for Each Area Command*

One of the challenges that we saw was sustaining reductions in crime; we just weren't accomplishing that. Saturation teams work on a short-term basis, but none of us have the personnel to keep up that level of persistence on a daily basis. We have to move them someplace else, and when we do, the criminal element comes back. So we did something that we thought was a little bit different. We brought in a [consultant] from the private sector to put one of our Area Commands through a strategic planning process to solve crime in that area. And we've seen over a 15-percent reduction in every crime category over the last three years in that area. We've now expanded that to another Area Command that is predominantly gang turf, low-income housing, significant challenges to us for a



lot of years, and we are seeing the same decreases in crime there.

When we kicked this off in the summer of 2003, we told the captain in charge of the particular Area Command, "We have no expectations for crime reduction for at least a year. Take your time; be innovative in your approach; and there is no rush." What this consultant did was start out with focus groups, with the street-level cops, D.A.s were brought in, city attorneys were brought into these focus group

discussions, community and business leaders, small business, large casinos were also a part of this, and they developed strategies that are unique to this particular Area Command. [For example,] one of the ideas that the citizens came up with was they started showing up in City Court, wearing signs like Mothers Against Drunk Drivers used to wear, to influence the judges to deal with the petty criminals that the judges didn't think [were a priority].

Our desire is to move this into all seven of our Area Commands. I will tell you that it was like pulling teeth initially with the rank and file to get them to participate in this. They saw it as a 'touchy-feely' approach, and we're all going to be singing kumbaya after the meeting's over. But once they saw that we were listening to what they were telling us and implementing some of their ideas, we started to see successes. ■

U.S. Police Agencies Gaining Experience with Security Cameras

DURING THE SESSION ON programs that police agencies are implementing to reduce violence, PERF Executive Director Chuck Wexler spent some time exploring the views of chiefs and sheriffs regarding one particular type of technology: closed-circuit television cameras posted throughout a jurisdiction. The PERF members at the Violent Crime Summit included officials from London, where closed-circuit cameras have been used for decades, and where a network of hundreds of thousands of cameras tied to a central surveillance center is now a key part of the city's "ring of steel" security apparatus. In the United States, government security cameras are far less ubiquitous, but many U.S. police departments have launched camera programs. An informal poll suggested that approximately one-third of the Summit participants led police agencies that have begun using cameras.

Following are comments from Summit participants about their widely-varying experiences to date:

San Diego Executive Assistant Chief Bill Maheu: We put up our first cameras in a park in a gang-infested area. Interestingly, [in one case] the cameras didn't record the crime, but what a camera witnessed was the suspects—who had just violently beaten up a young man—came into the park, met with their

friends, and then demonstrated how they beat up the kid. And so we were able to use the evidence from the cameras. After that, we've since put them throughout that region [to target] prostitution and gang activity. The cameras actually removed the prostitution from those areas where we able to put them in.

Almost all of our cameras have been overt—we want peo-



San Francisco Chief Heather Fong

ple to know they are there. We don't monitor the cameras all the time. During certain events they will be monitored. We moved the cameras down to the beach for the summer, and we have Web-based cameras, so I can access them from home. We had a significant altercation down at the beach several weeks ago, and I was able to go on the Website, pull up the cameras, and see what was taking place and send additional units from home.

Minneapolis Chief Tim Dolan: We try to form grids with the cameras, so there's a good chance that if something happens within that grid, you're

going to catch them coming in or going out. We use them downtown—we have a Downtown Safe Zone—we also have them in neighborhoods where there's high crime. And we've seen a big push of activity out of those areas, and then you've got to deal with that push going into other areas. [Using] the latest technology, we're taking ShotSpotter and using that to turn the cameras automatically [toward the sound of the gunshot] if a shot is fired within the grid.

We don't have a great volume of cameras like Chicago, so [for monitoring], in each precinct we have monitors on the front desk, and you can use community service officers, you can use volunteers, but we use desk officers [to monitor the cameras]. So they're not really monitored as ideally as they should be. But if something happens, you can roll it back. Ideally you want an action center, like Chicago has, where you have a bigger monitoring [system].

San Francisco Chief Heather Fong: Over the past two years, some 70 unmonitored security cameras have been set up in over 2 dozen locations. In about 80 percent of these locations, there has been a noteworthy reduction in Part I crimes. This is a positive, though not necessarily causal, connection.

The Mayor's Office of Criminal Justice took the lead on the community security cameras. We ran the statistics in

the hot-spot areas and gave the data to them and made some recommendations.

We now have cameras in various parts of the City. They are not monitored. We have a strict policy that the footage is only to be pulled when a serious violent incident has occurred. An inspector from our Investigations Bureau will go to the Dispatch Center to retrieve the relevant footage for viewing.

Minneapolis Mayor R.T. Rybak:

I'd like to give some political strategy to folks as far as siting cameras. We now have 70 cameras in the city and we have no complication on it. The first thing we did was study London and Chicago; both cities were incredibly generous with us, and I came out of my Chicago visit 'totally drinking the Kool-Aid.' I said I believe strongly in these, I put \$2 million in my budget for them, but said we will not go into any neighborhood in which we're not invited. I said this will put more eyes on the street, and it will also—and we think this is really important—increase our prosecutions. And so there was not a single neighborhood that objected to that. They always want more cops; well they got more eyes on the street. They're really tired of revolving door [justice]; they got tougher prosecutions. The cameras are delivering results throughout the city, and that is a message that can be sold to very progressive people who are very concerned about civil liberties.

Chicago Police Commander

Ronald Sodini: We have 27 police cameras in my district. I love them. We have big blue strobe lights on our cameras, so it's a huge deterrent. I know there are people who say cameras only displace crime, but I'm OK with displacing crime out of my district [laughter]. We look at the cameras as a force-multiplier. We don't watch them 24 hours a day, because if you're doing that, you might as well just put a police officer there. Instead, we're trying to find the



London Metropolitan Police Service Superintendent Dave Chinchen

right balance of looking at those cameras, and making arrests off those cameras—that's our objective.

If nothing happens under a camera, that's a win too, but once we make an arrest—I don't care if it's for drinking on a public way, that's a huge arrest to me on a camera—what we do with that is we publicize, publicize, publicize that we've made an arrest on that pod, on that street. And the message gets out that that pod is not just a decoration, but that it's actually something you shouldn't be [committing any crime] under. If they're locking people up for

drinking on the street under that camera, then you definitely don't want to be dealing drugs under there, you don't want to be doing anything illegal under there. So once we make an arrest, we put together a flier and put it on the street.

The community loves it. If you put a pod up, you're going to have a hard time trying to take the pod away; it's virtually impossible. It's like opening a police station and then trying to take it away.

Former Chicago Police Superintendent Terry Hillard:

[Regarding the strong support for cameras from the community, and the relatively modest opposition from civil liberties groups], we have 50 city council members in Chicago, and about 47 of them are very supportive. We got more headaches when we decided to put the bright streetlights in all the alleys across the city than we did with the cameras.

London Metropolitan Police Service Superintendent Dave Chinchen:

We're 20 years into this, at least 20 years. Communities in England welcome the cameras now. I think the issue you need to be careful of is whether you're looking at this as detection or as proactive prevention. Our homicide detection rate is 98 percent. Our cameras give us an incredible edge on detection for any major incident in London. But what we're also finding now is, if you put the right staff into the monitoring setup, you can track the

>> *continued on page 24*

>> *continued from page 23*

offenders, you can 'see things before they happen.' You can get units there quickly after they've happened.

But where we've fallen down a little bit is, we haven't invested [sufficiently] in what we do with the images that we're getting off the CCTV, how many of those are getting identified and turned into arrests and convictions. We have recently come to that in the last six months; we're taking images off the cameras, putting them in the local papers, and getting people to identify the individuals, and going out and getting them. So CCTV for us clearly is a part of [policing], and it's a massive part of the counter-terrorism effort.

And we've been through enough of it now that the community comes to us for cameras, and we're fighting off the community in terms of where they want cameras.

[Asked what public reaction would be if the MPS tried to discontinue use of security cameras:] They just wouldn't let it happen. We get too much benefit from the cameras. And they've gotten used to it. You can walk across London and you'll be on-camera hundreds of times. [Following the terrorism attacks in London on July 7, 2005], we had the faces of those [terrorists] available to us within 24 hours. The cameras were proven to be a fantastic investigative tool.

We're also moving much more toward flexible deployments of cameras, rather than fixed. We have rapid deployment kits to move around and follow some of the 'hot-spotting.' And

we use overt filming of groups; we will get cops with video cameras and just follow groups, of youths, particularly. It just breaks down the anonymity; we've got records of the faces and the clothing.

[Regarding any interest by U.S. police agencies in London's experience with cameras], we're very happy to share our protocols. They're all very well established operating protocols now, and we've got an independent information commissioner who effectively polices the whole



Philadelphia Commissioner Sylvester Johnson and Strathclyde Deputy Head Karyn McCluskey

public CCTV system to comply with codes of practice. So you've got an independent person that people can go to if they feel that we are misusing that image.

Karyn McCluskey, Deputy Head, Violence Reduction Unit, Strathclyde Police: We have about 300 cameras in Strathclyde, and we've looked at them over the last six to seven years, and what we've found is that it has a huge effect on things like car crime and some of the property crimes. On violent crime, it's great for detection; but for prevention, it has made no difference.

We have been experimenting

[with CCTV], we've put a laser on top of a camera. When we see some of the behaviors where we think violence is going to occur, we point the laser at them so people realize they are being watched. This was to try to stop the violent offense from happening, because it's all very well recording it and getting people after the event has happened, but in terms of prevention, it wasn't any good. We also have loudspeakers on the cameras so they'll say, you know, 'Don't do that' or 'The police are coming.'

Miami Chief John Timoney: On the funding question, we're using [U.S. Department of] Homeland Security funds, so we're kind of limited in where we can put them. They're on the main commercial corridors.... But what that has done is that other businesses outside the main corridors are now asking whether they can buy their own cameras and hook in, and of

course they can. And there are residential areas, most notably up in Liberty Square, where there's a huge HUD complex and they are now [interested in cameras,] so HUD is going to buy the cameras. And so just by setting it up with Homeland Security, the primary purpose is homeland security, but there have been secondary and tertiary benefits, and it has generated some "buzz" within the residential areas, and as that buzz gets louder, then I expect the city commission and the administration will have to put up general funds as we move forward. ■

offenses, but we push that very, very hard. And that helps us with gun seizures, it helps find people with warrants. And the way I look at truancy and curfew enforcement, it gets people off the street—victims and offenders. And when you look at the long-term effect—40 percent of our African-American youth, the males, are dropping out of school, and our graduation rate of the ones staying in schools is about 40 percent—so you get a feeding ground for gangs, it's those kids. So how do we prevent that? And it's keeping them in school. If we can keep them in school and get them on the right track, we're going to do ourselves a big favor in terms of long-term crime prevention.”

Minneapolis Mayor R.T. Rybak described how the Police Department has combined tough enforcement with juvenile delinquency prevention programs, and noted that even impressive reductions in crime are never enough: “We were seeing violent crime going up pretty dramatically in the city, and now it's down 14 percent, and that's a good thing. But a couple nights ago, the chief and I were both out at a community meeting. As I stood up [to

address the residents], I saw a church full of people who were there because one of the neighbors had been riding a bike at night and was shot by 16-year-olds. And a couple nights earlier, two 16-year-olds had shot a 12-year-old. So I can stand up in a pulpit and tell them violent crime is down dramatically in Minneapolis and more so than in many other cities, but that's not enough.

“So what we've really had to do is get at these issues of violent youths. We put together a group of people throughout the city, they were in law enforcement, they were in the judicial system, they were a lot of people with connections in the communities. And we said we wanted to take a public health approach to youth violence. A public health approach to a disease isn't simply that you get the person in the emergency room and treat it; you get upstream and solve the disease.

“We're just coming forward with the strategy on that, but it's going to break into three areas,” Mayor Rybak said. “First, connectedness, which means that every kid has to have a trusted adult in his life. It's too bad that government too often has

Toronto, Ontario Chief William Blair: Why Violent Crime Is Much Lower in Canada

Let me start off by saying what are *not* the reasons. We're not a better people; we're exactly the same. We have the same cultural and social values as all of you do. And I would love to tell you we are a far better-policed city [laughter], but that's not true. I've learned so much from my colleagues across the United States, so I know that's not the case, and we engage in many of the same things.

I want to say it is the availability of firearms; that's a very significant factor in my opinion. And what we are seeing with our slight increase in violence in Canada over the last five or six



Brooklyn Center, Minn. Chief Scott Bechthold and Toronto Chief William Blair

years, it is a direct result of guns coming across the border into our society, and a demand for guns among our own youths who are influenced by some of those same gang and cultural issues [found in the United States].

We've worked very hard to *market* the fact that we have a comprehensive strategy to respond to violence in our community, and we clearly define the role that everyone in our organization plays in that, and we promote their success quite aggressively.

Even our media—and I've got four large national daily newspapers, three 24-hour TV stations, and about eight radio stations that publicize police news constantly—they all say, 'The police have a plan; the plan's working; the police are effective.' And as far as political support, we face the same type of financial pressures that most of you face, but the premier of my province contacted me and said, 'If we gave you more, could you do more?' ■

to replace dysfunctional families, and it's too bad that too many kids are having their own kids, and that kids are raising themselves, but we have to play that role.

"The second part is to get into much more aggressive intervention. We're trying to do a much better job of coordinating with schools, and parks officials, and emergency rooms, and the many other places where we get these early warning signs about kids who are moving in the wrong direction, and then we're going to try to move them in the right direction. We have a tremendous program where we're putting career centers in the schools, and summer jobs, tied to free college

tuition, it's called the Minneapolis Promise. That's good. But we haven't solved the problem of disconnected kids.

"And the third part is to try to work on renewal, to say that we're not going to throw our kids away. It is very sad to say that a lot of kids who grow up in tough neighborhoods and tough environments are going to get in trouble. But we can win many of them back if we are smart and proactive enough on it."

Newark Is "Doing It All"—But More Carefully: In Newark, New Jersey, homicides increased 8 percent and robberies 3 percent in 2006, but in the

Milwaukee Chief of Police Nan Hegerty: *Keeping an Eye on Released Offenders, and Establishing a Summer Violent Crime Unit*

We're working with the Division of Probation and Parole. When people are released back into the community, we're looking at having as a condition of their probation or parole that they not be allowed to go back into the area [where they were from]. So as their pictures are circulated around the district stations and the officers become familiar with them, if the officers see them in that area, they're able to snap them up on a probation or parole violation, and they risk going back to prison. You'll find that when people come out of prison and they go back into the areas where they were before, they fall right back into that same lifestyle, so it's very important to keep them out of those areas.

[Responding to a query from another chief about whether the Milwaukee policy might make it more difficult for released offenders because "it rips them apart from their support system"]:



Milwaukee Chief Nannette Hegerty and Minneapolis Chief Tim Dolan

I really don't feel that. The people who are in prison for violent crimes don't have much of a support system to begin with. So I think it's more important to keep them away from those people who make them feel comfortable as criminals. I think that that's most important. And Probation and Parole work with them on setting up housing, because they obviously need a place to live, and if they don't go into their old neighborhood, you know, where do they live? But Probation and Parole works

through that.

[Responding to a question about Milwaukee's recent success in reversing a trend toward increases in violence]:

I'll tell you exactly what worked, and it's measureable. When we were coming up on June of this year, we were still experiencing a rise in violent crime. At that time we had an 18-percent increase in homicide over the year before, and a 3-percent increase in the number of people shot, and robberies were pretty much off the charts. Our most violent period of time is the summer months, June, July, and August. So back in January I started working with my command staff to put together a program to reduce and to hold down violent crime. We started that program in May of this year. From the period of May 20 to September 24, we went from an 18-percent increase in homicides to a 30-percent decrease during that period.

And here is what the program was. It's called NSI, the Neighborhood Safety Initiative. In Milwaukee we have seven different district stations, each

**PERF Board
Members
John Timoney,
Rick Myers,
Ella Bully-
Cummings,
and Dean
Esserman**



staffed with police officers, and they're responsible for a particular geographic area. The NSI was like creating another district station, only these people were completely mobile, they're not responsible to respond to calls for service. All they did was fight violent crime. They were intelligence-led. Through predictive analysis, they went into the areas of the city where they were most needed, and they did nothing but proactive police work—half of them on foot, half of them in cars.

They're very closely supervised—a very small ratio of police officers to supervisors. This was a \$2.5-million endeavor. What I did to create this unit was take officers from the district stations, put them on the special unit, and then back-fill those officers with people on overtime. In the past, when we created specialty units to reduce crime, we always used volunteers on overtime, so the people in the specialty units were always changing. Therefore you don't get the cohesiveness that you really need in a unit of this type.

There were just over 100

people—supervisors and police officers—who were assigned to this unit, and they went out there every single night.

Prior to doing that, I had community meetings, where all of the players in the community, all the community group leaders, all of the church leaders, I invited them all in, and I said, 'This is what we're going to do,' and I explained this program at length. We had had problems in Milwaukee with police-community relations. When I became chief I started to work on that very hard. You have to sell these types of things before you put them out there, because if you don't get the community buy-in, you're going to get anger against the police rather than acceptance. A couple of weeks ago our mayor went out with the NSI at night, rode with the NSI for about six hours, talked to people on the street, we were stopping folks and talking to people. And to a person, everybody loves this initiative. The community loves it, the police officers love it, violent crime is going down dramatically, complaints against police officers

are going down.

Obviously our overtime budget is blown all over the place. But it works, and even the elected officials have said to me, 'You know, we don't mind paying for an initiative if we see results,' and these are results that you can't argue with, they've been outstanding.

[Responding to an inquiry about whether the unit will be permanent]:

I would love to make it a permanent unit, but no, we cannot, because of the amount of money that it costs. We are in some very terrible constraints as far as money goes in the city of Milwaukee. I was able to get the council to extend it for three weeks past September 8, but unfortunately this unit is going to discontinue as of this coming Saturday. We can no longer afford to backfill the overtime in the districts, and if we don't have our officers in the districts, we can't respond to our calls for service. It was most critical to have it during the summer, for the simple reason that that's when we experience the most violent crime. ■

first six months of 2007, homicides have declined by 8 percent, aggravated assaults by 26 percent, and robberies by 16 percent.

Police Director Garry McCarthy described the changes in programs and policies that he believes are responsible for the improvements, and started by responding to a question from PERF Executive Director Chuck Wexler about how it felt to leave the New York Police Department, which has approximately 38,000 officers, to lead the much smaller Newark Police Department: “The number of people that you have is important, but what they’re *doing* is much more important. [In October 2006] I walked into [the Newark PD] to find there were no systems in place for policing. There was no accountability and authority down through the ranks. So we started shifting all of that. We moved cops to the times and places that they’re supposed to be, and we’re giving them the resources and the tools to do what they’re supposed to do. Sixty percent of our cops were working 8 to 4, Monday through Friday when I got there. Our *gang unit* was working 8 to 4, Monday through Friday. And I remember using the famous line by Jack Maple [the



Houston Police Chief Harold Hurtt

late deputy commissioner at NYPD who pioneered Compstat]: ‘Is that when the gang members are working? Are they off on Saturdays?’

“Basically everything on the [PERF list of programs being used to reduce violence] is what we’re doing. But I’d like to add one thing: fugitive apprehension. It’s something we did in New York, where we doubled and tripled the size of our warrant division, because it’s not brain surgery to put handcuffs on people who are wanted

Colorado Springs Chief Richard Myers: *Creating a “Guns, Gangs, and Drugs” Unit with Limited Resources*

We’re a city of 400,000, covering 200 square miles, pretty spread out, yet we have less than 700 officers. It’s probably one of the most under-resourced places I’ve seen. It’s gone from an agency that once was a benchmark agency for proactive, problem-solving policing to becoming now almost entirely a reactive agency. And that creates some angst in the officers, because they know what they ought to be doing, they know what they want to be doing, but we’re chasing our tail on calls for service.

So when I got there in January, the command staff had



begun assessing putting together a task force, a “hot spots” type of effort, and they [planned to use only] eight or nine officers and a sergeant. And I suggested that perhaps we’re thinking too small, we won’t make much of a dent with those few resources.

So we stole officers from every operational unit in the organization, and created a 32-officer, five-supervisor unit to really hit it. Guns, gangs, and drugs. I said the entire purpose is outside of the calls for service, on guns, gangs, and drugs.

We stood that up in April. The first five months of the year, our homicides were heading toward a record high. The record in the city was about 24, back 10 or 12 years ago, and we’re sitting at number 19 now, and I hate to even say this out loud, but [as of September 26,] we haven’t had a homicide since August. We’ve seen really good results, but as [Milwaukee Chief] Nan [Hegerty] was saying, this week we scaled back the unit, down to about 20



**New Orleans Assistant Superintendent
Marlon DeFillo**

now, before they commit another crime. And rather than just waiting to come across them on a traffic stop or stopping them for a low-level offense, we go out the door at 5 a.m., when the sneakers are under the bed. And as a result of that, we've picked up I think five murderers and somewhere in the vicinity of 43 shooters in the six months that we've had a fugitive apprehension team in place.

members (officers plus sergeants), because we're just chasing our tail on calls for service. We reach what we call 'saturation point' 40 percent of the time now, meaning if you call, we don't have an officer to send you. And we just had to put some resources back on patrol.

[Responding to a question about how the special unit fits into a community policing model]:

It's about laying the groundwork. We meet with a lot of community groups. We based these units in our [four] patrol divisions, so each patrol division had an eight-man team. It was designed to be flexible. So if this week we have to take officers from two or three

divisions and work them in one area, we're going to do that, but we make the officers go to the shift change lineups in their divisions, so they are working shoulder-to-shoulder with the beat cops. We encourage them to work in conjunction with the beat cops, so they didn't lose sight of the fact that we do still have that philosophy of community policing, even if we're not carving out enough free time for them to be proactive.

[Responding to a question about whether targeted enforcement units raise an issue of racially biased policing]:

The first thing we did was, [in writing] the paper describing the mission of these units, the very first segment talked about

"The other thing that I would [highlight] is quality-of-life enforcement. It's the same old issue: 'broken windows.' I'm talking about the guys who stand around on the corner and drink beer. They also have guns in their waistbands, many of them. [But Newark's quality-of-life enforcement needed to be adjusted.] The system that was in place in Newark was considered a very strong quality of life program. I said, 'What is the program?' and they said, 'We arrest everybody.' And I said, 'But what if some guy just worked a 16-hour shift in a restaurant kitchen, and he comes home and sits on his stoop and drinks a Heineken? You pick that guy up on a Friday night and you put him in the system for 3 days—are we accomplishing anything?' And they said, 'Yeah, we got him off the street.' And I said, 'What if he's not a criminal?' So we changed it, and now [instead of making arrests] we issue summonses, or tickets—if you're properly identified and not wanted for another crime.

"Everything on that [PERF list of violence reduction programs] works. Crime reduction is about a confluence of all those tactics and strategies."

them being values-based, that we were making a commitment to uphold the Constitution, to operate within the organizational values that our whole department does, including human dignity and respect. We're going to focus on criminal behaviors, but this isn't a license to step outside the organization's values on how we treat people. And we selected supervisors who would lead in this way, and we've made some personnel adjustments already when it was clear that this wasn't a good fit for [some of] them. These aren't units for officers who aren't committed to doing the tough work but always driven by our values. And that's where the supervision piece is huge. ■

Sacramento Uses Special Teams to Target the Most Violent Gang Members: Sacramento has reported a startling 37-percent reduction in homicides for the first six months of 2007, a 6-percent reduction in robberies, and a 13-percent decrease in aggravated assaults, following increases

of 8 percent, 8 percent, and 3 percent respectively in 2006.

The Police Department described its anti-violence initiatives in its PERF survey commentary. In August 2006, the department increased staffing levels, deploying 89 officers designated as Violent

Focus on ShotSpotter Gunshot Detection Systems

THE PERF VIOLENT CRIME Summit also produced several perspectives on gunshot detection technology, particularly that of ShotSpotter, Inc. The ShotSpotter system consists of noise sensors placed on building rooftops or other locations, which are designed to detect the sound of gunfire. When a gun is fired, the noise sensors, combined with Global Positioning System technology, can triangulate the location of the gun, and the police can be alerted.

Several police officials at the PERF Summit have had experience with ShotSpotters. Following are their comments:

Rochester, New York Chief David Moore: In our case we've got 64 sensors throughout the city. There's a human element [to using it, because a car backfire or firecracker may trigger it]; it doesn't necessarily have to be a firearm. The dispatcher monitors the system and dispatches cars after verifying that the sound is gunfire. It is very, very effective. In fact, we had a situation last year where a young man was shot, and we did not get a 911 call. He was lying in the street, and it was only because of ShotSpotter that we responded to that location and located the victim. But once again, it takes a lot of training,

and there is the human element. Quite frankly, we've had mistakes; we've been off by as far as a block. But I think ShotSpotters will complement our camera system and our other anti-violence initiatives.

Jennifer Smith Love, Acting Assistant Director in Charge of the Washington Field Office of the FBI:

Shot Spotter was deployed back [in 2003–04] when we had the Ohio sniper shooting. That's when the FBI reached out to the company to see if they could help us. And we were able to, as a direct result of ShotSpotter, come up with a suspect and make the arrest. After that, the FBI decided to test it in Washington, D.C. in some of the high-crime areas. It does exactly what they said. And there is a new [element] to this, where the cameras now will actually tilt to, focus to where the gunshot sound is coming from, so you will be able to capture that.

Minneapolis Chief Tim Dolan:

We have two ShotSpotter grids up in high-crime areas. One of the hardest things is managing the expectations of the community, because right away they think that if anybody fires a shot, the cops are going to pick him up. The ShotSpotters do work

fairly well, and we are going to coordinate them with the cameras. They will tell you how many shots are fired; we have solved cases where the number of shots was very important. As far as the type of shots and the sequence, and the allegation that 'I was shot at first,' and all that type of thing, it does work in that way.

It also gives [assistance to] the officers in the street. Most of you can remember when you worked the street and you got that call about 'Shots fired on 36th and Broadway.' Well, you knew that could be anywhere within a half mile of 36th and Broadway, and you didn't get a lot of hustle on those calls. [But with ShotSpotters], the officers know that these calls are accurate within a house address of where the shots are being fired. And it can tell them the *direction of travel* of the person firing those shots, if there's more than one shot fired. There are some bugs in it—[it can be triggered by] firecrackers, nail guns, anything that goes bang. But those are getting worked out. I think that people who buy ShotSpotter tomorrow are going to get a much better product than maybe it was initially. And it's not a very expensive product, so I think it's worth what we paid for it. ■

Crime Reduction (VCR) Teams. The VCR mission was “proactive policing to reduce homicides and violent assaults by [targeting] the most active criminals, specifically gang members, in an effort to remove guns from the streets.”

The Police Department also cited its Sacramento Neighborhoods Against Gangs (SNAG) program. The gang unit, working with the Sacramento County Sheriff’s Department and the FBI, conducts home visits and compliance searches of gang members and their associates who are on probation or parole. “Operation SNAG was unique in the sense that it combines intelligence gathering and tactical enforcement into one operation,” the Police Department said. In October 2006, more than 400 law enforcement personnel from 19 Sacramento-region agencies targeted more than 300 parole/probationer gang members, the first operation of this magnitude in



Deputy Chief Mark Roche and Chief Gary Gemme of Worcester, Mass.

Department and the local school district, working with the Probation Department and community and faith-based groups, established an Attendance Center at the Burbank High School, which focuses on steering “at-risk” youths on the path toward educational success instead of crime. The program is considered so successful that all of the partners are working on opening additional Attendance Centers at other high schools. And in 2002, the School Resource Unit made 209 felony arrests and 83 misdemeanor arrests.

the Sacramento region. In this two-day operation, the SNAG team executed 223 searches, made 84 arrests, and seized 48 guns and other weapons and 34 pounds of marijuana.

Another program believed to have had an impact is the School Resource Officer program, along with new high school “Attendance Centers.” The Police

Toronto, Ontario Chief William Blair: *Making Sure the Community Defines Its Role*

A big part of our effort was in messaging to our own [residents] that they need to understand the connection between *their* [efforts] and the outcomes that we are seeking. We had them define for us what their role was in reducing violence, and in every area of our service, in everything we do, in our drug enforcement, in our specialized investigative units, with the officers who are out engaged with communities, [residents] defined to a great extent what their role is in anti-violence. We’ve tried to send a message to communities: ‘If you engage in violence, you’re going to get

an awful lot of us,’ and we’ve attempted to create an impression of confidence in the community, that cops count, that what we do is effective, that an investment in us produces a good return.

What we have seen, in reaching out to those communities, our poorer communities and our minority and diverse communities, is that in those neighborhoods, we’ve had over the last year and a half about a 44-percent decrease in violent crime and a 45-percent decrease in the number of people being shot. And, notwithstanding significantly more enforcement—about 180,000 more contacts

with the community in those areas—we’ve actually had a 24-percent reduction in public complaints against the police officers.

So our effort has not been on investing in specialized units, because I believe there are real limitations there, but in a strong, visible, uniformed presence and an effective presence in communities.

Nobody can be effective when there are bullets whizzing overhead. But when you create a secure environment, those community programs that others are engaged in—the business community, the schools, the faith leaders, youth groups, parents and families—are all more effective as a result. ■



Chiefs John Timoney and Ella Bully-Cummings

Conclusion

By PERF Executive Director Chuck Wexler

THIS REPORT SHOWS SOME POSITIVE SIGNS about the violent crime situation in the first half of 2007, a sense that some cities are beginning to turn things around. Our two previous reports on violent crime, *A Gathering Storm: Violent Crime in America*, released in October 2006, and *Violent Crime in America: 24 Months of Alarming Trends*, released in March 2007, documented the worsening crime situation that many police chiefs were describing in their jurisdictions. This new report describes the programs and policies that police agencies have been implementing that specifically target this violent crime problem. **And our latest collection of crime statistics for the first six months of 2007 suggests that these new programs and policies may in fact be helping to reduce crime. For the first time in three years, we are seeing signs that many cities are beginning to turn around record increases in violent crime.**

At the same time, we need to acknowledge that violent crime is still very much a problem in the United States. The last two years were devastating to many medium-size and large communities. City after city reported record increases in violence in 2005 and 2006—such as increases in homicides of *20 percent or more* over the two-year period in Boston, Cincinnati, Cleveland, Kansas City, Memphis, Nashville, Newark, Orlando, Philadelphia, San Antonio, Seattle.... Nationwide, this difference

between 2004 and 2006 homicide rates amounted to nearly 900 *additional* lives cut short, often very young lives.

This was a significant departure from the previous 12 years. And we learned from the crime-fighting successes of the 1990s that we need to move fast when we detect a worsening crime problem. So PERF helped police chiefs ring an alarm about what was happening.

The picture for the first six months of 2007 is like Charles Dickens' *Tale of Two Cities*. Crime is continuing to spiral out of control in many cities across the country, while in other communities there are signs that the police and the residents are coming together and are making a difference. This report is a reflection of that phenomenon. We need to recognize that violent crime continues to claim far too many young Americans, and at the same time we must offer hope and inspiration that “cops matter,” and that the police matter most when they are working hand in hand with the communities they serve.

PERF will continue to monitor violent crime statistics very carefully—both our own and the FBI's. And by gathering information about the specific crime-fighting strategies that are being implemented, we hope to provide a roadmap that other chiefs and sheriffs can use to guide their own responses to local crime conditions.



About the Police Executive Research Forum

THE POLICE EXECUTIVE RESEARCH FORUM (PERF) is a professional organization of progressive chief executives of city, county and state law enforcement agencies who collectively serve more than 50 percent of the U.S. population. In addition, PERF has established formal relationships with international police executives and law enforcement organizations from around the globe. Membership includes police chiefs, superintendents, sheriffs, state police directors, university police chiefs, public safety directors, and other law enforcement professionals. Established in 1976 as a nonprofit organization, PERF is unique in its commitment to the application of research in policing and the importance of higher education for police executives. Besides a commitment to police innovation and professionalism, PERF members must hold a four-year college degree.

PERF continues to conduct some of the most innovative police and criminal justice research and provides a wide variety of management and technical assistance programs to police agencies throughout the world. PERF's groundbreaking work on community and problem-oriented policing, racial profiling, use of force, less-lethal weapons, and crime reduction strategies has earned it a prominent position in the police community. PERF is one of the founding agencies of the Community Policing Consortium and the Commission on Accreditation for Law Enforcement Agencies (CALEA). PERF continues to work toward increased professionalism and excellence in the field through its publications and training programs. PERF sponsors and conducts the Senior Management Institute for Police (SMIP). This program provides comprehensive professional management and executive development training to police chiefs and law enforcement executives. Convened annually in

Boston, SMIP instructors include professors from leading universities, with the core faculty from Harvard University's Kennedy School of Government.

PERF's success is built on the active involvement of its members. The organization also has types of membership that allow the organization to benefit from the diverse views of criminal justice researchers, law enforcement professionals of all ranks, and others committed to advancing policing services to all communities. As a nonprofit organization, PERF is committed to the application of research in policing and to promoting innovation that will enhance the quality of life in our communities. PERF's objective is to improve the delivery of police services and the effectiveness of crime control through the exercise of strong national leadership, the public debate of criminal justice issues, the development of a body of research about policing, and the provision of vital management services to all police agencies.

PERF has developed and published some of the leading literature in the law enforcement field. Recently, PERF released two publications on contemporary law enforcement issues. The books—entitled *Exploring the Challenges of Police Use of Force* and *Police Management of Mass Demonstrations: Identifying Issues and Successful Approaches*—serve as practical guides to help police leaders make more informed decisions. In addition, PERF has released a series of white papers on terrorism in the local law enforcement context, *Protecting Your Community from Terrorism: Strategies for Local Law Enforcement*, which examined such issues as local-federal partnerships, working with diverse communities, bioterrorism, and intelligence sharing. Other recent publications include *Managing a Multijurisdictional Case: Identifying Lessons Learned from the Sniper Investigation* (2004) and *Community*

Policing: The Past, Present and Future (2004). Other PERF titles include the only authoritative work on racial profiling, *Racial Profiling: A Principled Response* (2001); *Recognizing Value in Policing* (2002); *The Police Response to Mental Illness* (2002); *Citizen Review Resource Manual* (1995); *Managing Innovation in Policing* (1995); *Crime Analysis Through Computer Mapping* (1995); *And Justice For All: Understanding and Controlling Police Use of Deadly Force* (1995); *Why Police Organizations*

Change: A Study of Community-Oriented Policing (1996); and *Police Antidrug Tactics: New Approaches and Applications* (1996). PERF publications are used for training and promotion exams and to inform police professionals about innovative approaches to community problems. The hallmark of the program is translating the latest research and thinking about a topic into police practices that can be tailored to the unique needs of a jurisdiction.

To learn more about PERF, visit www.policeforum.org.

About Motorola

MOTOROLA IS A *FORTUNE* 100 GLOBAL COMMUNICATIONS leader that provides seamless mobility products and solutions across broadband, embedded systems and wireless networks. Seamless mobility means you can reach the people, things and information you need in your home, auto, workplace and all spaces in between. Seamless mobility harnesses the power of technology convergence and enables smarter, faster, cost-effective and flexible communication. Motorola had sales of U.S. \$35.3 billion in 2005.

Today, Motorola is comprised of three businesses: Connected Home Solutions; Mobile Devices; and Networks & Enterprise.

Connected Home Solutions provides a scalable, integrated end-to-end system for the delivery of broadband services that keeps consumers informed, entertained and connected. Its technology enables network operators and retailers to create and execute new business opportunities by

providing innovative products and services to the home.

Mobile Devices offers market-changing icons of personal technology—transforming the device formerly known as the cell phone into a universal remote control for life. A leader in multi-mode, multi-band communications products and technologies, Mobile Devices designs, manufactures, sells and services wireless subscriber and server equipment for cellular systems, portable energy storage products and systems, servers and software solutions and related software and accessory products.

Networks & Enterprise is a leading provider of end-to-end infrastructure, integrated voice and data communications, and information solutions. Networks & Enterprise delivers mission-critical secure two-way radio, cellular and wireless broadband systems to meet the needs of public safety, government, private, service provider and enterprise customers worldwide.

For more information go to www.motorola.com.

APPENDIX A

Violent Crime Statistics January–June 2006 and January–June 2007

Note: PERF's original 56 jurisdictions are listed in **boldface**.

Jurisdiction	Homicide			Robbery			Aggravated Assault			Aggravated Assault with a Firearm		
	Jan.-Jun 2006	Jan.-Jun 2007	% Change	Jan.-Jun 2006	Jan.-Jun 2007	% Change	Jan-Jun 2006	Jan-Jun 2007	% Change	Jan-Jun 2006	Jan-Jun 2007	% Change
Abilene, TX Police Dept.	3	4	33.33	56	84	50.00	193	158	-18.13	95	51	-46.32
Ada County, ID Sheriff's Office	0	3	.	3	5	66.67	42	58	38.10	.	.	.
Alameda County, CA Sheriff's Office	3	4	33.33	136	159	16.91	127	180	41.73	4	36	800.00
Albemarle County, VA Police Dept.	0	1	.	18	29	61.11	30	29	-3.33	10	14	40.00
Alexandria, VA Police Dept.	3	4	33.33	105	76	-27.62	97	64	-34.02	.	.	.
Anne Arundel County, MD Police Dept.	7	7	0.00	347	344	-0.86	586	601	2.56	81	67	-17.28
Appleton, WI Police Dept.	0	0	.	10	11	10.00	77	51	-33.77	13	3	-76.92
Arlington, TX Police Department	2	6	200.00	353	399	13.03	862	816	-5.34	211	290	37.44
Arvada, CO Police Dept.	0	0	.	23	24	4.35	44	52	18.18	11	9	-18.18
Atlanta Police Dept.	42	62	47.62	1288	1615	25.39	2123	2054	-3.25	.	.	.
Aurora, CO Police Dept.	10	8	-20.00	315	290	-7.94	510	468	-8.24	144	129	-10.42
Baltimore City Police	133	155	16.54	2072	1778	-14.19	3257	2868	-11.94	489	570	16.56
Baltimore County Police	7	7	0.00	486	402	-17.28	805	744	-7.58	85	85	0.00
Belleville, NJ Police Dept.	0	0	.	25	25	0.00	19	12	-36.84	3	1	-66.67
Bellevue, WA Police Dept.	2	0	-100.00	41	26	-36.59	33	24	-27.27	2	7	250.00
Boca Raton, FL Police Dept.	1	2	100.00	32	37	15.63	78	57	-26.92	6	11	83.33
Boston Police Dept.	37	32	-13.51	1302	1142	-12.29	2286	2105	-7.92	348	271	-22.13
Boulder, CO Police Dept.	0	0	.	14	15	7.14	71	72	1.41	10	5	-50.00
Brookline, MA Police Dept.	1	0	-100.00	16	11	-31.25	85	63	-25.88	.	.	.
Broward Sheriff's Office, FL	9	22	144.44	686	653	-4.81	1411	1327	-5.95	232	192	-17.24
Cary, NC Police Dept.	0	0	.	19	34	78.95	37	33	-10.81	8	7	-12.50
Champaign, IL Police Dept.	7	9	28.57	44	39	-11.36	50	49	-2.00	7	6	-14.29
Charleston County, SC Sheriff's Office	2	5	150.00	57	41	-28.07	240	303	26.25	15	14	-6.67
Charleston, SC Police Dept.	10	6	-40.00	99	107	8.08	319	263	-17.55	86	57	-33.72
Charlotte-Mecklenburg, NC PD	34	38	11.76	1436	1344	-6.41	1898	1749	-7.85	1347	1249	-7.28
Chicago Police Dept.	201	201	0.00	7297	6803	-6.77	3242	3017	-6.94	.	.	.
Chula Vista, CA Police Dept.	2	4	100.00	207	191	-7.73	260	231	-11.15	44	25	-43.18

Jurisdiction	Homicide			Robbery			Aggravated Assault			Aggravated Assault with a Firearm		
	Jan.-Jun 2006	Jan.-Jun 2007	% Change	Jan.-Jun 2006	Jan.-Jun 2007	% Change	Jan-Jun 2006	Jan-Jun 2007	% Change	Jan-Jun 2006	Jan-Jun 2007	% Change
Cincinnati Police Dept.	43	34	-20.93	1121	926	-17.40	571	534	-6.48	1938	1633	-15.74
Clearwater, FL Police Dept.	1	4	300.00	98	128	30.61	263	280	6.46	29	57	96.55
Cleveland, OH Division of Police	59	60	1.69	1884	1846	-2.02	1244	1253	0.72	358	350	-2.23
Collier County, FL Sheriff's Office	3	7	133.33	135	136	0.74	410	479	16.83	52	28	-46.15
Colorado Springs, CO Police Dept.	7	13	85.71	301	252	-16.28	606	554	-8.58	122	110	-9.84
Coral Springs, FL Police Dept.	1	1	0.00	47	48	2.13	71	85	19.72	6	8	33.33
Costa Mesa, CA Police Dept.	3	0	-100.00	60	48	-20.00	233	254	9.01	9	3	-66.67
Dallas Police Dept.	99	111	12.12	3382	3393	0.33	3688	2757	-25.24	1474	1308	-11.26
Danbury, CT Police Dept.	1	1	0.00	16	39	143.75	81	69	-14.81	.	.	.
Dearborn, MI Police Dept.	2	1	-50.00	81	66	-18.52	881	848	-3.75	11	11	0.00
Delray Beach, FL Police Dept.	2	1	-50.00	65	112	72.31	218	183	-16.06	36	49	36.11
Denver Police Dept.	27	24	-11.11	657	543	-17.35	1152	970	-15.80	303	248	-18.15
Detroit Police Dept.	182	173	-4.95	3748	3176	-15.26	1368	1122	-17.98	.	.	.
El Cajon, CA Police Dept.	3	1	-66.67	61	77	6.23	160	140	-12.50	14	22	57.14
Eugene, OR Police Dept.	2	5	150.00	93	100	7.53	115	99	-13.91	.	.	.
Fairfax County, VA Police Dept.	5	5	0.00	268	292	8.96	156	147	-5.77	7	10	42.86
Fargo, ND Police Dept.	1	0	-100.00	9	11	22.22	44	50	13.64	1	1	0.00
Farmers Branch, TX Police Dept.	1	0	-100.00	17	21	23.53	16	16	0.00	4	6	50.00
Fayetteville, NC Police Dept.	9	9	0.00	267	246	-7.87	335	300	-10.45	107	100	-6.54
Fitchburg, MA Police Dept.	0	0	.	17	22	29.41	128	163	27.34	.	.	.
Fort Smith, AR Police Dept	3	2	-33.33	62	79	27.42	271	237	-12.55	38	29	-23.68
Fort Wayne, IN Police Dept.	11	15	36.36	189	172	-8.99	80	69	-13.75	27	39	44.44
Fort Worth, TX Police Dept.	23	24	4.35	648	828	27.78	1301	1171	-9.99	.	.	.
Frederick, MD Police Dept.	1	5	400.00	57	56	-1.75	142	117	-17.61	26	18	-30.77
Gainesville, FL Police Dept.	3	3	0.00	105	123	17.14	367	370	0.82	60	34	-43.33
Garland, TX Police Dept.	2	3	50.00	120	128	6.67	162	156	-3.70	31	39	25.81
Gilbert, AZ Police Dept.	2	1	-50.00	28	22	-21.43	72	89	23.61	17	32	88.24
Glendora, CA Police Dept.	0	1	.	9	17	88.89	29	20	-31.03	3	2	-33.33
Glenview, IL Police Dept.	0	0	.	2	4	100.00	1	8	700.00	0	0	.
Hallandale Beach, FL Police Dept.	1	2	100.00	48	52	8.33	163	150	-7.98	19	21	10.53
Hartford, CT Police Dept.	14	13	-7.14	384	328	-14.58	359	351	-2.23	88	77	-12.50
Haverhill, MA Police Dept.	1	1	0.00	32	41	28.13	366	451	23.22	1	8	700.00
Henrico County, VA Division of Police	5	7	40.00	149	212	42.28	101	99	-1.98	17	19	11.76
Honolulu Police Dept.	5	13	160.00	457	491	7.44	785	721	-8.15	72	64	-11.11
Houston Police Dept.	201	172	-14.43	5635	5318	-5.63	5934	5808	-2.12	1883	1825	-3.08
Huntington Beach, CA Police Dept.	0	0	.	60	49	-18.33	116	114	-1.72	14	18	28.57
Indio, CA Police Dept.	3	2	-33.33	80	63	-21.25	121	84	-30.58	31	46	48.39
Jacksonville, NC Police Dept.	1	4	300.00	19	22	15.79	61	82	34.43	.	.	.
Jupiter, FL Police Dept.	1	2	100.00	29	45	55.17	49	75	53.06	5	16	220.00

Jurisdiction	Homicide			Robbery			Aggravated Assault			Aggravated Assault with a Firearm		
	Jan.-Jun 2006	Jan.-Jun 2007	% Change	Jan.-Jun 2006	Jan.-Jun 2007	% Change	Jan-Jun 2006	Jan-Jun 2007	% Change	Jan-Jun 2006	Jan-Jun 2007	% Change
Kansas City, MO Police Dept.	36	38	5.56	941	514	-45.38	2021	2660	31.62	950	500	-47.37
Knoxville, TN Police Dept.	11	12	9.09	237	318	34.18	586	653	11.43	132	168	27.27
La Crosse, WI Police Dept.	0	1	.	9	9	0.00	272	285	4.78	0	1	.
Lafayette Parish, LA Sheriff's Office	0	1	.	15	15	0.00	71	167	135.21	39	21	-46.15
Lakeland, FL Police Dept.	2	0	-100.00	79	123	55.70	151	168	11.26	44	31	-29.55
Lansing MI Police Dept.	2	8	300.00	148	116	-21.62	1372	1295	-5.61	.	.	.
Las Vegas Metro Police	65	64	-1.54	2480	2440	-1.61	3315	3889	17.32	703	788	12.09
Lauderhill, FL Police Dept.	1	4	300.00	63	111	76.19	203	214	5.42	40	51	27.50
Lawrence, MA Police Dept.	1	0	-100.00	91	79	-13.19	207	186	-10.14	27	20	-25.93
Lee's Summit, MO Police Dept.	1	0	-100.00	10	22	120.00	58	31	-46.55	1	1	0.00
Livermore, CA Police Dept.	0	0	.	41	25	-39.02	42	38	-9.52	2	0	-100.00
Louisville, KY Metro Police Dept.	28	30	7.14	854	925	8.31	982	1031	4.99	103	101	-1.94
Long Beach, CA Police Dept.	13	20	53.85	683	765	12.01	891	812	-8.87	.	.	.
Longmont, CO Police Dept.	1	0	-100.00	13	20	53.85	75	89	18.67	.	.	.
Los Angeles County Sheriff's Dept.	152	141	-7.24	3088	3221	4.31	5434	5734	5.52	1662	1758	5.78
Los Angeles Police Dept.	233	187	-19.74	6981	6696	-4.08	6957	6377	-8.34	2558	2390	-6.57
Lowell, MA Police Dept.	6	2	-66.67	90	123	36.67	331	365	10.27	22	32	45.45
Lynn, MA Police Dept.	2	2	0.00	130	94	-27.69	252	261	3.57	21	29	38.10
Manchester, CT Police Dept.	1	0	-100.00	31	18	-41.94	33	29	-12.12	0	0	.
Maple Grove, MN Police Dept.	0	0	.	9	9	0.00	10	7	-30.00	4	0	-100.00
Martin County, FL Sheriff's Office	1	1	0.00	64	58	-9.38	177	179	1.13	17	35	105.88
MBTA Transit Police Dept., MA	0	1	.	111	104	-6.31	77	60	-22.08	2	8	300.00
Melbourne, FL Police Dept.	0	0	.	92	90	-2.17	308	318	3.25	53	60	13.21
Memphis Police Dept.	85	64	-24.71	2551	2410	-5.53	3015	2839	-5.84	1089	842	-22.68
Methuen, MA Police Dept.	0	1	.	13	10	-23.08	40	44	10.00	0	0	.
Metro Transit Police Dept., DC	0	0	.	174	181	4.02	53	43	-18.87	3	7	133.33
Miami Police Dept.	30	43	43.33	1019	1062	4.22	1869	1849	-1.07	368	369	0.27
Milwaukee Police Dept.	49	48	-2.04	1600	1602	0.13
Minneapolis Police Dept.	32	26	-18.75	1464	1196	-18.31	1427	1249	-12.47	.	.	.
Modesto, CA Police Dept.	5	6	20.00	209	217	3.83	425	450	5.88	27	33	22.22
Montgomery County, MD Police Dept.	8	4	-50.00	66	38	-42.42	470	302	-35.74	.	.	.
Mt. Prospect, IL Police Dept.	0	1	.	9	3	-66.67	4	6	50.00	0	0	.
Mountain View, CA Police Dept.	0	0	.	36	30	-16.67	108	84	-22.22	5	8	60.00
Muskegon, MI Police Dept.	0	0	.	57	39	-31.58	125	123	-1.60	0	0	.
Nashville Police Dept.	45	28	-37.78	1229	1229	0.00	2902	3012	3.79	839	945	12.63
National City, CA Police Dept.	1	3	200.00	106	96	-9.43	171	96	-43.86	38	24	-36.84
New Bern, NC Police Dept.	1	2	100.00	27	25	-7.41	47	48	2.13	13	14	7.69
New Haven, CT Police Dept.	10	7	-30.00	366	352	-3.83	470	459	-2.34	52	79	51.92

Jurisdiction	Homicide			Robbery			Aggravated Assault			Aggravated Assault with a Firearm		
	Jan.-Jun 2006	Jan.-Jun 2007	% Change	Jan.-Jun 2006	Jan.-Jun 2007	% Change	Jan.-Jun 2006	Jan.-Jun 2007	% Change	Jan.-Jun 2006	Jan.-Jun 2007	% Change
Newark, NJ Police Dept.	51	47	-7.84	665	558	-16.09	717	532	-25.80	.	.	.
Newport News, VA Police Dept.	10	18	80.00	255	284	11.37	497	375	-24.55	.	.	.
Norfolk, VA Police Dept.	11	27	145.45	376	358	-4.79	392	452	15.31	.	.	.
North Charleston, SC Police Dept.	11	11	0.00	242	283	16.94	400	400	0.00	104	184	76.92
North Little Rock, AR Police Dept.	7	6	-14.29	78	114	46.15	193	201	4.15	.	.	.
Orange County, FL Sheriff's Office	18	32	77.78	1067	1222	14.53	2186	1950	-10.80	466	491	5.36
Orlando, FL Police Dept.	30	23	-23.33	673	743	10.40	1293	1297	0.31	348	347	-0.29
Oro Valley, AZ Police Dept.	0	0	.	1	4	300.00	6	3	-50.00	2	0	-100.00
Overland Park, KS Police Dept.	0	1	.	27	20	-25.93	120	119	-0.83	26	21	-19.23
Paducah, KY Police Dept.	0	0	.	14	17	21.43	39	25	-35.90	.	.	.
Palm Bay, FL Police Dept.	1	4	300.00	28	49	75.00	191	264	38.22	32	39	21.88
Palm Beach, FL Police Dept.	0	0	.	0	0	.	2	2	0.00	0	0	.
Palm Beach, FL Sheriff's Office	29	14	-51.72	370	602	62.70	1031	906	-12.12	167	187	11.98
Pasadena, CA Police Dept.	5	7	40.00	135	148	9.63	168	195	16.07	17	28	64.71
Philadelphia Police Dept	185	202	9.19	5041	4903	-2.74	5194	4783	-7.91	1674	1451	-13.32
Phoenix Police Dept.	117	110	-5.98	2096	2403	14.65	2931	2919	-0.41	1124	1064	-5.34
Pinellas County, FL Sheriff	9	8	-11.11	98	152	55.10	548	478	-12.77	39	64	64.10
Plymouth, MN Police Dept.	0	0	.	11	5	-54.55	16	19	18.75	2	8	300.00
Polk County, FL Sheriff's Office	8	10	25.00	125	154	23.20	552	562	1.81	119	115	-3.36
Pomona, CA Police Dept.	11	14	27.27	187	257	37.43	310	293	-5.48	55	49	-10.91
Portland, OR Police Bureau	15	14	-6.67	611	634	3.76	1121	1021	-8.92	.	.	.
Prince George's County, MD Police	53	60	13.21	1628	1520	-6.63	1581	1340	-15.24	416	371	-10.82
Prince William County, VA Police	9	4	-55.56	157	124	-21.02	197	175	-11.17	15	18	20.00
Providence, RI Police Dept.	5	6	20.00	190	197	3.68	195	200	2.56	24	38	58.33
Redwood City, CA Police Dept.	2	1	-50.00	43	41	-4.65	92	109	18.48	14	9	-35.71
Reno, NV Police Dept.	4	9	125.00	252	252	0.00	414	451	8.94	74	70	-5.41
Richmond, CA Police Dept.	18	11	-38.89	240	268	11.67	281	301	7.12	130	124	-4.62
Rochester, NY Police Dept.	22	22	0.00	633	457	-27.80	570	505	-11.40	207	135	-34.78
Rockford, IL Police Dept.	10	8	-20.00	293	249	-15.02	384	372	-3.13	237	210	-11.39
Sacramento, CA Police Dept.	35	22	-37.14	1076	1014	-5.76	1647	1428	-13.30	.	.	.
San Antonio, TX Police Dept.	67	64	-4.48	1149	1176	2.35	2152	2238	4.00	652	660	1.23
San Diego Harbor, CA Police Dept.	0	0	.	2	3	50.00	2	5	150.00	0	0	.
San Francisco Police Dept.	42	51	21.43	2155	1828	-15.17	1281	1135	-11.40	187	205	9.63
San Jose, CA Police Dept.	14	10	-28.57	504	537	6.55	1044	1122	7.47	108	139	28.70
Sanford, FL Police Dept.	3	3	0.00	49	79	61.22	20	41	105.00	.	.	.
Santa Ana, CA Police Dept.	12	11	-8.33	379	408	7.65	545	589	8.07	.	.	.

Jurisdiction	Homicide			Robbery			Aggravated Assault			Aggravated Assault with a Firearm		
	Jan.-Jun 2006	Jan.-Jun 2007	% Change	Jan.-Jun 2006	Jan.-Jun 2007	% Change	Jan.-Jun 2006	Jan.-Jun 2007	% Change	Jan.-Jun 2006	Jan.-Jun 2007	% Change
Savannah-Chatham, GA Metro Police	8	16	100.00	280	325	16.07	180	266	47.78	86	85	-1.16
Seattle Police Dept.	15	15	0.00	744	738	-0.81	1195	945	-20.92	178	148	-16.85
Spartanburg, SC Public Safety Dept.	5	2	-60.00	84	90	7.14	201	237	17.91	37	56	51.35
Springfield, MA Police Dept.	9	11	22.22	330	337	2.12	706	560	-20.68	143	91	-36.36
St. Louis Metropolitan Police Dept.	56	60	7.14	1416	1275	-9.96	2468	2317	-6.12	191	185	-3.14
Stamford, CT Police Dept.	2	0	-100.00	99	54	-45.45	72	61	-15.28	.	.	.
Suffolk County, NY Police Dept.	17	13	-23.53	480	419	-12.71	625	581	-7.04	109	103	-5.50
Takoma Park, MD Police Dept.	3	0	-100.00	61	42	-31.15	18	23	27.78	7	4	-42.86
Tarrant County, TX Sheriff's Office	1	1	0.00	6	5	-16.67	27	56	107.41	8	3	-62.50
Tempe, AZ Police Dept.	4	8	100.00	190	158	-16.84	222	169	-23.87	98	80	-18.37
Toronto, Ontario Police Service	33	36	9.09	2278	2306	1.23	213	191	-10.33	39	23	-41.03
Tracy, CA Police Dept.	0	2	.	33	32	-3.03	33	28	-15.15	2	3	50.00
Trenton, NJ Police Dept.	7	14	100.00	326	265	-18.71	301	285	-5.32	86	71	-17.44
Tulsa, OK Police Dept.	36	37	2.78	518	467	-9.85	592	456	-22.97	388	387	-0.26
University of Washington Police	0	1	.	2	3	50.00	2	6	200.00	0	0	.
Vancouver, WA Police Dept.	2	1	-50.00	74	82	10.81	208	167	-19.71	12	8	-33.33
Ventura, CA Police Dept.	1	1	0.00	54	83	53.70	95	85	-10.53	12	12	0.00
Virginia Beach, VA Police Dept.	9	7	-22.22	310	237	-23.55	215	196	-8.84	32	38	18.75
Waltham, MA Police Dept.	0	0	.	8	10	25.00	52	39	-25.00	1	1	0.00
Washington, DC Metro Police Dept.	84	92	9.52	1953	1909	-2.25	1697	1529	-9.90	.	.	.
Washington State Patrol	0	1	.	0	0	.	15	9	-40.00	3	1	-66.67
Waukegan, IL Police Dept.	2	1	-50.00	59	34	-42.37	98	71	-27.55	.	.	.
West Haven, CT Police Dept.	1	0	-100.00	29	36	24.14	101	149	47.52	4	4	0.00
Westminster, CA Police Dept.	0	2	.	52	60	15.38	67	83	23.88	5	20	300.00
West Palm Beach, FL Police Dept.	12	7	-41.67	296	319	7.77	251	342	36.25	58	106	82.76
White Plains, NY Dept. Public Safety	1	0	-100.00	25	14	-44.00	16	26	62.50	1	0	-100.00
Wilmington, NC Police Dept.	2	5	150.00	164	169	3.05	175	187	6.86	61	94	54.10
Worcester, MA Police Dept.	0	3	.	195	178	-8.72	323	392	21.36	43	48	11.63
PERF's Original 56 Jurisdictions	2581	2539	-1.63	73535	69564	-5.40	81206	76923	-5.27	21160	19447	-8.10
TOTAL	3190	3211	0.66	93029	90311	-2.92	114433	109638	-4.19	26711	25243	-5.50

APPENDIX B

PERF Violent Crime Survey: A Sampling of Respondents' Descriptions of Their Programs and Policies

BOSTON POLICE DEPARTMENT

Youth Violence Intervention Program: A partnership with the Boys & Girls Clubs of Boston, the award-winning youth service providers network program places social workers in police stations with front-line officers. Police referrals to social workers help provide a comprehensive network of services to at-risk youth and impact players.

Reentry Initiative: Intervention for those offenders from the county House of Corrections most likely to return to gang and firearm violence upon release. Referrals to all services (housing, health, employment...). Harsher penalties for re-offenders.

Text a Tip Program: Citizens can text a tip anytime, anywhere using their mobile phone or PDA by texting "tip" to crime, that's 27463. Their mobile number is never disclosed and the tip is 100 percent anonymous. If the tip results in an arrest or indictment, the tipster could get a reward up to \$1,000.

BROOKLINE, MASS. POLICE DEPARTMENT

Problem-solving policing: Our officers have received training in this approach. They are expected to resolve problems before they expand. We place a lot of emphasis on eliminating repeat calls to the same address. Officers are to utilize resources throughout the town in helping them in these areas.

Compstat: We have put in place a crime analysis unit and an intelligence officer. These two officers are working together to identify crime trends not only in Brookline but also in surrounding communities. These trends as well as criminal activity are discussed at staff meetings. Strategies are developed and people assigned to impact crimes. Accountability has been increased. We also do dept-wide supervisory level meetings several times a year.

Increasing information flow: By utilizing technology we can deliver police-related information on a timely basis to our personnel. Through crime mapping, CAD system, automated (paperless) report writing, e-mail, and computer access, officers have a wealth of information to utilize in order to do their job more effectively.

Cooperation with other departments: Daily exchange of crime information, regular scheduled intelligence briefings, and face-to-face meetings when crime patterns develop all lead towards less crime. We have joined other communities in cooperative efforts to attack crimes involving sexual assault, armed robbery, burglaries, car break-ins, etc. We coordinate resources much better than in the past.

Community-oriented initiatives: Participate in town-wide code enforcement team. Work with community in identifying and solving problems. Make community more aware of things happening through e-mails to commercial areas and neighborhood groups, maintain a "blog," setting up meetings

concerning pressing issues, etc. It's important that the community feels involved and that we follow up on their concerns.

Cooperation with courts and probation for dealing with at-risk youths: Youths coming to the attention of law enforcement are, at times, brought to court where restrictions are placed on them, such as a curfew. Police work cooperatively with probation and accompanying probation officers on checks for compliance on the part of the youths. Also utilize pretrial diversion for some youths.

Surveillance cameras: We are just starting to utilize these. We will have the ability to move cameras around based on crime location.

CHARLESTON, S.C. POLICE DEPARTMENT

After realizing and identifying the large number of repeat offenders responsible for a significant portion of the violent crime in our area, we partnered with state and federal agencies for the prosecution of these criminals. In doing so, we have reduced the number of recidivists on our streets.

Beginning with a focus on repeat offenders, a criminal intelligence unit was created in 2007. This unit is responsible for the collection, analysis, and dissemination of information that assists in the identification and prosecution of criminals on both the state and federal level. This unit has created or reinforced a spirit of cooperation and communication throughout the criminal justice community.

Every arrest of an individual with a firearm in the city of Charleston is reviewed by a task force officer. All cases eligible for federal prosecution are presented to the assistant U.S. Attorney and a significant number of them are federally indicted. This results in longer sentences and fewer armed criminals on our streets.

CHARLOTTE-MECKLENBURG, N.C. POLICE DEPARTMENT

We targeted repeat robbery offenders through a court imposed "curfew" for those who were out on bail.

We also have begun using court-imposed electronic monitoring for robbery offenders on bail.

CINCINNATI POLICE DEPARTMENT

A 60-person tactical unit was formed and given citywide jurisdiction to address crime and disorder via multiple deployment strategies: uniform car, bicycle, undercover. They have been effective at reducing violent crime in targeted areas.

Mid-level drug trafficking has been targeted, resulting in more search warrants, gun recoveries, drug seizures, and a reduction in drug complaints (calls for service).

Cincinnati Initiative to Reduce Violence (CIRV) compiles a database of violent offenders and shares with all local, state and federal agencies to target these individuals from all angles: law enforcement, social services, parole.

COLLIER COUNTY, FLA. SHERIFF'S OFFICE

Active warrants squad, arresting repeat offender felons as soon as possible once warrants are issued.

GSP tracking of convicted at-risk youth.

Collaborating with I.C.E. to remove criminal alien gang members and other violent criminals with our Title 8 Section 287(g) initiatives.

COLORADO SPRINGS POLICE DEPARTMENT

Juvenile Offender Unit (JOU): Focus their efforts on positively impacting the lives of troubled youth in our community identified through the Serious Habitual Offender/Directed Intervention (SHO/DI) program. SHO/DI are youths with multiple serious court adjudications as delinquents, who are ranked according to the number and seriousness of their offenses. The program involves teaming detectives with probation officers to intensively monitor the compliance of offenders with court-ordered requirements. It also involves

enlisting family cooperation with the families of these offenders, and encouraging them to see the detective as a resource, rather than an adversary. During 2006, members of the JOU began supervising 50% more juveniles than during the previous year. In 2006, JOU detectives supervised 62 juvenile SHO/DIs. An independent evaluation of this program funded by the COPS Office in the U.S. Department of Justice determined that inclusion of an offender in the SHO/DI program resulted in a statistically significant reduction in recidivism.

Patrol-based habitual offender programs:

The Gold Hill Division began a “Top 10” program in 2006, identifying the top ten crime problems/perpetrators in the division, and then using problem-solving efforts to address them. The top 4 calls-for-service locations in the division were downtown bars. This accounted for a significant number of assaults and other violent behavior. In order to address this specific problem, a violent crime task force was created within the Patrol Bureau. Within 7 weeks, the task force made 110 felony arrests, 180 misdemeanor arrests, cited 31 liquor violations, cited 102 traffic violations, and made 17 DUI arrests. The task force recovered 29 handguns, 2 shotguns, and 2 rifles, as well as approximately \$293,000 in illicit drugs and \$67,800 in stolen property. The concept was a great success and will be seen in magnified form in the department in the near future.

In a similar vein, during 2006, Sand Creek Division embarked upon a new way to address the problem of repeat offenders. Officers from each shift, Neighborhood Policing Unit (NPU), detectives, and a crime analyst would nominate up to 10 repeat offenders, then track the offenders’ activity. In addition to offenders, problem locations and crime patterns were addressed with cooperative strategies. Successes include the disruption of a theft, motor vehicle theft, and burglary ring who were selling property on eBay. Over one-half million dollars in stolen property was recovered. Sand Creek experienced a 15.30% decrease in burglaries to motor vehicles and a 2.51% decrease in burglaries. Cooperative, focused enforcement

efforts resulted in the incarceration of 81% of the 53 repeat offenders targeted by all Sand Creek officers.

Community Impact Teams (COMMIT): The Community Impact Teams are mixed squads of 8 officers, made up of patrol officers, tactical enforcement officers, and narcotics detectives. Each of the four teams is under the supervision of a patrol sergeant. These multifaceted teams work in concert to identify, target, disrupt, arrest, and prosecute recidivist violent offenders. They are deployed temporarily and geographically in response to patterns of violent behavior related to guns, gangs, and drugs that are identified in conjunction with crime analysts. The primary strategy is to identify the underlying behavioral, associative, and criminogenic factors that contribute to violent behavior by offenders. Then, through enforcement action based upon strategic planning and crime analysis, develop a measurable and sustainable impact on violent firearms-related crimes. Field tactics that are employed are flexible, and predicated upon this data-driven judgment of causation and correlation of crime patterns. The Community Impact Teams incorporate the concept of developing partnerships with the community as well as other departmental units and outside law enforcement agencies, with the shared vision of reducing violent crime throughout the city of Colorado Springs. This strategy was implemented in the 2nd quarter of 2007 and has yet to be formally evaluated.

**DALLAS
POLICE DEPARTMENT**

Hot Spot enforcement: The department uses Compstat to determine hot spots for deployment of discretionary resources. Each patrol division also has its own Compstat meetings weekly.

**DETROIT
POLICE DEPARTMENT**

Major crime briefings: Strategy to address increase in fatal and nonfatal shootings. In 2006, Detroit experienced a 9.9% increase in homicides compared

to 2005, 411 and 374, respectively. Concurrently, there was a 4.5% increase in nonfatal shootings during that same period: 1,385 in 2006 and 1,322 in 2005. In July, it was noted that nonfatal shootings increased by 30%. In August 2006, under the direction of Chief Bully-Cummings, the DPD's senior management team (executives) developed a template called major crime briefings. The briefings enhance our ability to follow up on fatal and nonfatal shootings that have occurred during the previous 24 hours. This forum facilitates dialogue department-wide and provides the opportunity to identify and apprehend persons responsible for committing crimes. Attendees include the chief and members of all ranks from various areas, including patrol, administrative, investigative and specialized commands.

The briefings have been so successful in addressing the fatal and nonfatal shootings that armed robberies and home invasions have been included to addresses trends in those areas.

Executive patrols and Operation Inside Out: Increase police visibility and accountability. In an effort to increase police presence, Operation Inside Out was implemented. Staff (inside) personnel is now regularly deployed to augment patrol forces in our hot spots, which includes giving special attention to gas stations, party stores, nightclubs, bars and all-night restaurants. This operation allows the department to increase police visibility and to proactively address crime. Currently, department executives work Saturday patrols from 4 p.m. to 12 midnight, to provide oversight to ensure the police districts and support commands are operating within established operating guidelines (i.e. use of force, prisoner detention, response time, etc.) and to address matters such as response time and immediate attention to emerging crime issues.

Operation TIDE (Tactical Intelligence-Driven Enforcement): A Project Safe Neighborhood collaborative initiative. In response to Detroit Mayor Kwame M. Kilpatrick's challenge to federal, state, county, and local law enforcement, the department expanded upon a federally funded model—Project Safe Neighborhoods (PSN), which

is a prosecutorial-based gun crime reduction initiative, and created an enhanced program called "PSN Operation TIDE," or Tactical Intelligence-Driven Enforcement.

PSN Operation TIDE is a long-term collaborative effort composed of the Detroit PD, U.S. Attorney's Office for the Eastern District of Michigan, Bureau of Alcohol, Tobacco, Firearms and Explosives, FBI, Drug Enforcement Administration (DEA), U.S. Marshals Service, Wayne County Prosecutor's Office, Michigan State Police, and the Michigan Department of Corrections.

PSN Operation TIDE focuses on intelligence-driven enforcement to reduce violent crime in targeted areas of the city by identifying, disrupting, arresting and prosecuting the most violent criminals engaged in committing gun crimes in Detroit. It became operational in Detroit's Northwestern District in May 2006. Since Operation TIDE's inception, homicides in the Northwestern District have decreased by 43% and nonfatal shootings have decreased by 26%. As of May 31, 2007, there have been 17 homicides in Northwestern Detroit, compared to 30 for the same period in 2006; and 87 non-fatal shootings compared to 118 for the same period in 2006. Comparatively, there was an 8% reduction in homicides and a 15% reduction in nonfatal shootings for the rest of Detroit during the same period. Two success stories of the collaborative work of PSN Operation Tide, for which the initiative received national acclaim, were the recent indictments and apprehension of members of the Detroit Thugh Lordz and Joy Road Gang. These cases are being prosecuted federally by the U.S. Attorney's Office.

Though the numbers of arrests and confiscations have been impressive, PSN Operation TIDE is intelligence-driven, with success determined by the depths in which criminal enterprises are infiltrated and subsequently dismantled. Many of the individuals associated with the targeted groups employ violence as a means to further their illegal activities. Arrest of these violent persons has a clear effect on quality of life for residents; and because of the encouraging results in the Northwestern District, we are pleased to announce the expansion of PSN

Operation TIDE into the Eastern District to help accelerate our efforts to combat gang and gun violence there. The PSN Operation TIDE team has already begun to uncover the ‘worst of the worst’ in Detroit’s Eastern District, and some of the gangs are sub-units of large, organized gangs that have a national network.

FORT WAYNE, IND. POLICE DEPARTMENT

Compstat: Our department utilizes weekly Compstat meetings which include local, county, and state law enforcement agencies. Juvenile and adult probation and parole are also included. Our focus is on trends and involved individuals.

Weed and Seed: We use our Weed and Seed funding to focus officers in areas where youth congregate on weekend evenings. In our Southeast Division alone, we were able to confiscate 340 guns in 2006, in large part due to Weed and Seed.

KANSAS CITY, MO. POLICE DEPARTMENT

Assigning more detectives to the assault squad: During the past 2 years the department’s assault squad within the homicide unit has been expanded from one sergeant, 2 detectives to 2 sergeants, 10 detectives. The added resources have proven to be very effective in the timely investigation of non-domestic violence aggravated assaults. The shootings, cuttings, and other types of serious offenses are often precursors to homicides. Before the resources were added, a large number of the aggravated assaults were not being adequately investigated or cleared by arrests, mostly due to the lack of manpower assigned to work the cases. In 2002, PERF issued the results of a staffing study it had conducted on this department. Within the report, PERF determined that ... the homicide unit only investigated approximately 17% of the aggravated assaults reported. The current strategy focuses on the immediate investigation of cases with the goal being to identify and arrest the perpetrator(s) as soon as possible before he or she can carry out any

further violence. The unit works closely with the 3 homicide squads, other investigative elements such as the gang unit, street narcotics unit, robbery unit (felon in possession cases) and patrol. From Feb 2005 to Aug 2006, the assault squad worked 1,543 cases and cleared approximately 92% of them. The added manpower now allows the 3 homicide squads to fully focus their efforts on solving homicides and not working the aggravated assaults as done in the past.

LAS VEGAS METROPOLITAN POLICE DEPARTMENT

Hot spot enforcement has leaned to a structured tactical plan toward reducing crime within a specific geographical area that is focused on utilizing resources geared toward the same problem. Technology has been instrumental with being able to provide strategic information for attacking crime on a calculated tactical basis (mapping, tracking, analysis and trend identification).

Gang enforcement consisting of monitoring via database, physical location and interaction taking a zero tolerance approach.

Fusion Center: Currently the LVMPD has taken the lead on establishing an all-crimes, all-hazard Fusion Center in southern Nevada (SNCTC). The center is a state information sharing house for all entities of law enforcement, fire, health and critical infrastructure.

MIAMI POLICE DEPARTMENT

Homicide Reduction Program—Coordination of homicide investigators and Neighborhood Resource Officers: In an effort to combat and reduce violent crimes, the Miami Police Department is maximizing its collective efforts by targeting homicides through a team approach. This new program, entitled the Post-Incident Homicide Assessment Initiative, requires the coordination of resources, information and problem solving between the Homicide Unit and Neighborhood Resource Officers (NROs), with the goal of solving current homicides

and discovering patterns that may lead to a reduction in heinous criminal activity.

Typically at the scene of a homicide, you would find the homicide unit focused on collecting all of the evidence and identifying all available leads. Their focus was on the apprehension of the offender. Conversely, the Neighborhood Resource Officers would not get involved in the case, as they took the position that it was not their job, and the separation of communications and efforts became further exacerbated by personality conflicts. This led to a lack of information-sharing and coordination. This situation also meant that investigators did not capitalize on all potential opportunities to achieve each function in their respective efforts. What was absent as a result of the polarized views was the failure to recognize that our citizens were being left out, and were not included as a source of assistance for solving future problems and providing information that could lead to the apprehension of the offender(s).

In fact, however, the Neighborhood Resource Officers are responsible for utilizing all available resources (community, internal and external) to prevent and solve crime problems. By utilizing the basic fundamentals of community-oriented policing, problem-oriented policing, and intelligence-driven policing, they provide permanent solutions to chronic crime problems.

In combining the specialized skills of the homicide detectives and the NROs, the intention was to develop a collective team approach and a holistic approach to violent crimes, in particular homicides. The approach that has been implemented has proved to be highly beneficial for both sides and most importantly for the community. When a homicide occurs, both the detectives and the area NRO are deployed to the scene. The detectives focus on the “internal scene” of the crime, and the NROs focus on the “external variables” at the scene and the surrounding area.

The NROs are responsible for conducting an immediate assessment to identify two important variables associated with the homicide. First, they conduct an area environmental assessment of the apparent conditions that may have contributed to

the crime, and second, they assess the potential for a retaliation shooting as a result of the incident. The environmental assessment provides an opportunity to correct any problem that may have contributed to the homicide in order to prevent future crimes. Poor lighting, trash and disorder, and unchecked crime problems are among the areas that are reviewed, and solutions are immediately identified using all available city resources. This approach has proven successful by the feedback we have received from the community. Homicides and the factors that contribute to them have the potential to permanently scar a community. By resolving these situations, the community feels a sense of change and a new start for the area.

The second part of the assessment requires information-sharing by the detectives and the NROs in order to prevent retaliation shootings. The NROs coordinate with the detectives to obtain information and also collect information from their community contacts regarding tension in the community and rival gang members or drug dealers, information that can help refine the focus on suspects. This approach takes a global view of not just solving the homicide, but also trying to avoid the next victimization. This team approach has resulted in the identification of potential problems and the apprehension of several homicide offenders.

MINNEAPOLIS POLICE DEPARTMENT

To combat a growing involvement of juveniles in violent crime, the MPD initiated a holistic approach with the creation of a juvenile investigative unit and a liaison with the city health department for community-based programs. An increased emphasis on curfew and truancy was also included in the MPD juvenile strategy. In addition, the MPD hired 85 new police officers to patrol the streets.

Pilot programs such as SafeZone cameras and ShotSpotter technology were expanded from individual precincts to other areas of concentrated crime amid strong public support. The department increased financial support for public safety

technology with ShotSpotter and GPS-aided dispatching. Sector and geographically based policing were implemented for better response and resource deployment. Crime prevention specialists developed neighborhood policing plans to better measure their efforts and effectiveness.

METROPOLITAN NASHVILLE POLICE DEPARTMENT

New Tennessee state legislation passed in 2007—Crooks with Guns Bill: The staggering rates of recidivism continue to prove to have a disproportionate impact on crime and public safety in Nashville. In the 2007 legislative session, the Public Safety Coalition, or PSC (police chiefs, sheriffs and district attorneys of Tennessee) worked very hard to pass meaningful sentencing reform for certain violent and repeat offenders. The PSC argued that we needed a laser-like focus on repeat violent offenders, who have clearly demonstrated over their lifetime that they are not going to accept change or rehabilitation, but instead make crime their lifestyle of choice.

The legislation, titled Crooks with Guns, did pass the 2007 legislative session, infusing 24 million new dollars into the Department of Corrections to absorb cost for increased time to be served for the delineated crimes committed under this bill. Most notably, the Crooks with Guns legislation is the first major rewrite of Tennessee sentencing laws since the late 1980s.

Public testimony, community meetings and meetings with the governor and state legislative leadership offices made the case that police officers and prosecutors have been very successful in clearing crimes and convicting dangerous offenders. But under the state of Tennessee's sentencing guidelines of approximately 30% time served, newer and tougher sentencing was required if reducing violent crime was to continue. We specifically used a "data" influenced argument, instead of emotional or anecdotal, to support our request for sentencing reform.

This new bill becomes effective January 1, 2008. Over the next two-three years, analysis will

continue to determine if these sentencing reforms will meet the goal of removing those very violent and repeat offenders from the streets who have shunned any form of rehabilitation.

NEWARK, N.J. POLICE DEPARTMENT

The Weed and Seed program allows for a multifaceted approach which combines a police response towards a specific geographic area and then a social/community service follow-up. The Edward Byrne memorial grant is geared toward violent crime initiatives. It allows the department to purchase equipment and budget overtime to address violent crime.

The Newark Police Department has established partnerships with the New Jersey State Police, Federal Bureau of Investigation, Immigrations and Customs, the Essex County Prosecutor's Office, the Essex County Sheriff's Department, and the DEA. All have allowed for more shared resources and information. These working partnerships are essential for any future progress in the fight against crime and will be renewed.

The law enforcement partnerships combined with cooperation from social and faith-based groups with the help of federal and state grants have allowed the Newark Police Department to realize a decline in violent crimes through the years.

NEWPORT NEWS, VA. POLICE DEPARTMENT

Violence Reduction Task Force: The city has formed a new working group that will provide long-term focus on violence prevention. This violence prevention group is led by an assistant city manager with the assistance of the Planning Department. This group, which is named the Violence Reduction Task Force, includes representatives from the Police Department; parks, recreation & tourism; Newport News Public Schools; Newport News Redevelopment & Housing Authority; codes and compliance; juvenile services; court services; and the Office of Children, Youth and Families.

The group's mission is to identify actions within each organization's or individual's sphere of influence that may make an immediate impact. The task force will serve as a clearinghouse for the ideas and actions that city government will be considering or taking to reduce gun crimes and assaults. The task force has established seven subgroups to organize follow-up based on what we currently understand to be the opportunities for short-term progress. These subgroups are: violence suppression; information sharing; camera technology; legislative actions; public information and community relations; best practices; and intervention.

NORTH CHARLESTON, S.C. POLICE DEPARTMENT

Initiated intelligence led policing, focusing on repeat violent offenders and gun crime offenders out on bond. Focus on conditions of probation/parole of those offenders returning to our zip codes. Enhanced prosecution with U.S. Attorney and our solicitor. Probation and parole, Department of Social Services, federal partners are included in our Compstat process.

Embedding officers in high-crime neighborhoods to problem-solve systemic issues; team approach with code and building officials to improve livability; build relationships and work on trust issues.

ORANGE COUNTY, FLA. SHERIFF'S OFFICE

Most effective has been a multi-faceted approach rather than a single strategy. During initial violent crime initiative, concentrating on identified hot spots, increasing illegal gun enforcement, increasing street-level drug enforcement, and shifting personnel resources resulted in a 12% decrease in robberies and a 17% decrease in aggravated assaults.

PRINCE GEORGE'S COUNTY, MD. POLICE DEPARTMENT

Gun Enforcement: Reducing the availability of guns and deterring gun-carrying is foremost a

tactical response to our crime data, which shows that fully 80% of homicide deaths are from gunshots. Secondly, it counters the so-called "gangsta" mentality and the impulsive acts of violence that young people emulate unadvisedly.

Creation of a Gang Unit: This unit was created of the recognition that our county would not be immune to a rise in gang activity. The unit has gained in-depth knowledge about specific gangs and how they evolve. The members of the unit are capable of recognizing the warning signs of gang activity and identifying gang-like behavior in order to proactively intervene to reduce violent crime.

Cadet Program: The Cadet Program is an innovative program developed by the Department to attract young people who are interested in a career in law enforcement. They work for the Police Department, and their course of training is designed to prepare them for entering our training academy—The Community Policing Institute—when they reach age 21.

PROVIDENCE, R.I. POLICE DEPARTMENT

Gun Task Force: The Providence Police Department created a gun task force to combat the increase in shootings and homicides occurring in the city. Task force members are highly visible and their primary objective is to arrest those who are illegally using and trafficking firearms. The task force, working closely with the patrol division, has dramatically reduced gun violence in city neighborhoods. For example, after drive-by shootings, homicides and other serious gun incidents, the immediate area is saturated with patrol officers and detectives in order to glean information, cultivate witnesses, and gather evidence essential to solve the crime quickly. Through aggressive and effective policing, the task force uncovered individuals trading drugs for guns, performing interstate gun and drug trafficking, and convicted felons using straw buyers to obtain guns. As of December 2006, the gun task force brought forth 103 gun cases and seized a total of 116 guns. In addition, since 2002,

the murder rate in Providence has dropped 52% (23 to 11) as of December 2006.

Street Workers Program: The Street Workers Program was launched in Providence as a result of a particularly violent spate of shootings and homicides. The Street Workers are certified nonviolence trainers. They teach the principles of nonviolence and strive to instill in the community the philosophy of responding to potentially violent situations with nonviolent solutions. These principles are based on the Kingian nonviolence model, which is the philosophy and methodology developed by Dr. Martin Luther King, Jr. for reconciling conflict nonviolently. Street Workers intervene in potentially violent situations, offering mediation and conflict resolution services, and help prevent retaliation of community violence by offering nonviolent solutions. For example, Street Workers visit shooting scenes and emergency rooms in an effort to quickly stem-off retaliation. They also help mediate pressures between the police and the community. Street Workers offer school and community-based crisis intervention, mediation, and serve as mentors to at-risk youth. They provide support to young people as they identify their strengths and needs, and guide them as they craft solutions to their problems. The Providence Police Department and the Street Workers work in tandem to establish a dialogue with some of the most violent city combatants in real or perceived disputes. Street Workers appear in “full force” in time of crisis and in open disputes. By working all “hot-spots,” the Street Workers are familiar with the feuding sides and are equipped to assist in particular cases. The Street Workers spend their time in Providence’s most dangerous neighborhoods, emphasizing the futility of violence and attempting to serve as a conduit to meet critical needs, such as employment, education and counseling referrals. In addition, Street Workers have developed a network of social service referrals and are available to provide assistance at all times to those in need. The Street Workers have forged positive relationships with police, schools, families, social service groups, and most importantly, local youth.

ST. LOUIS METROPOLITAN POLICE DEPARTMENT

Juvenile Night Watch Program: The department has been collaborating with Missouri probation & parole on a juvenile night watch program. An officer accompanies a probation/parole officer on unannounced visits to juvenile offenders’ homes to monitor curfew compliance, etc. The juvenile night watch program has been so successful that an adult version of the program may be implemented.

SAN FRANCISCO POLICE DEPARTMENT

High violent crime areas have been saturated with additional resources, including mandatory foot patrols as well as traffic enforcement. These areas have generally seen noticeable drops in Part I crimes.

We have significantly increased the number of officers assigned to our Gang Task Force. This has been essential in helping to identify many suspects in gang-related crimes. There has been a concerted effort to identify the most violent offenders and target them for enforcement. This “targeted enforcement” has helped get a number of gang members prosecuted and imprisoned.

Over the past 2 years, some 70 unmonitored security cameras have been set up in over 2 dozen locations. In about 80% of these locations there has been a noteworthy reduction in Part I crimes. This is a positive, (though not necessarily causal), connection.

SEATTLE POLICE DEPARTMENT

Youth outreach programs include educational/informational efforts (e.g. youth and the law, consequences of drinking, violence) as well as intervention efforts with high-risk youth (e.g. truancy program) and support for community efforts to prevent youth crime (e.g. programs for parents and teens in East African community).

Targeting the most prolific/violent offenders is strategic but required significant resources that must be drawn from those responding to 911. This is a hard choice for chiefs to make. Federal support for the staffing needed to meet homeland security mandates would go a long way toward freeing up resources to keep local communities safe from violent offenders.

Our work on offender re-integration and accountability with state Department of Corrections has shown some promise (joint SPD/DOC teams in each precinct). There have also been setbacks. Two of our officers were killed in traffic accidents [when they were hit] by poorly supervised offenders. Correctional authorities could/should be more effective partners with law enforcement in dealing with offenders released into the community.

SPRINGFIELD, MASS. POLICE DEPARTMENT

Hot spots enforcement: Weekly we receive data that summarizes the calls for service in the sectors. It is broken down by shots, guns, gangs, and drugs. Using that info we can determine where the more current “hot spots” are and adjust if necessary. Historically, certain areas of a city become known as hot spots because of the reoccurrence of particular types of crimes. It is important to distinguish those areas that are hot spots for violent crime and increase all enforcement activity. Our crime statistics indicate a decrease in crimes in the areas that have been targeted.

Reentry of offenders/collaborations with probation and parole: Recidivism is a real problem that contributes to violent crime. Many individuals are released from jail with the intention of returning to their neighborhoods to continue their criminal activity. Many return with a tougher attitude towards rival gang members and the police. Working with probation and parole and sharing information that may lead to arrest or violations can suppress violent criminal activity.

We need to continue monitoring offenders with probation/parole and corrections, as well as improve interdepartmental communications, as

that will ensure that repeat offenders are held accountable to the conditions of their probation or parole.

TORONTO POLICE SERVICE

As a result of an escalation in gun violence during 2005 and with the assistance of funding from the Province of Ontario, Chief William Blair embarked on a new initiative to deal with the increased violence in the city, the Toronto Anti-Violence Intervention Strategy (TAVIS). His vision went beyond a rapid-response initiative to include a continuum of response that would commence with the frontline police officer. Chief Blair knew the key to dealing with the increased violence was to get everyone involved in the initiative and to make each officer aware of the role they play in making the TAVIS initiative a success.

The focus was to start with the street gangs, criminal enterprises and repeat violent offenders but would be broadened to include the factors that result in violence in our city. It would look at the recruiting processes used by the gangs and develop methods of silencing those voices in the community. TAVIS was to be partnered to ongoing initiatives within the service such as Project Peace.

The neighborhood officer was the start of any response into an area. It would be their responsibility to identify the communities in need and to start the process of bringing police and community resources to bear on that situation. The chief envisioned the neighborhood officer as an intelligence gatherer, an officer the community can forge a relationship with that is built on respect and trust. The neighborhood officer is anyone in the division, whether they are assigned to primary response, traffic response, community response, or divisional detective operations.

TRENTON, N.J. POLICE DEPARTMENT

Environmental changes such as street closures, the establishment of a police command post at

locations prone to violence and narcotics activity, and the implementation of special posts has decreased the level of violent crime significantly. The personnel assigned to special posts have coordinated with other agencies (public works, streets department) and residents to alter the community conditions and displace persons engaged in unlawful activity.

Youth monitoring system: The TPD has developed a youth-oriented monitoring system based upon the Compstat model called YouthStat. This process is a collaboration of police, juvenile parole/probation, education, DYFS, social service agencies, and city agencies involved in recreation and employment. 120 identified subject juveniles are monitored based upon their “at-risk” status. Court-ordered mandates and referrals are made in order to prevent the juveniles from engaging in unlawful activity. Recommendations are also made to the family court and social service agencies regarding alterations to existing action plans in order to address emerging issues in the child’s life (i.e. death of a family member, incarcerated parent, recent apprehension, etc.). The YouthStat process has been in effect for approximately 2 years; however, tracking of the identified subject juveniles over an extended period of time will determine a meaningful impact on crime in the future.

VIRGINIA BEACH, VA. POLICE DEPARTMENT

Gang suppression: A citywide gang strategy task force consists of representatives from police, schools, commonwealth attorney office, city attorney office, adult probation, juvenile probation, sheriff’s office and juvenile detention. All of these have aligned their operations into a seamless strategy to identify, investigate, arrest, prosecute and incarcerate criminal street gang members. The results have been extremely positive during our first

year of operation in that we have prosecuted two gangs involved in shooting cases. While we cannot state empirically that this also results in a lowered robbery rate, we are experiencing a drop in the number of robberies and an increase in our robbery clearance rates.

WASHINGTON, D.C. METROPOLITAN POLICE DEPARTMENT

In 2004, MPD teamed up with other city agencies to target violent crime and quality-of-life issues (e.g. trash pick-up) in hot spots throughout D.C. This involved putting a mandate in every agency director’s contract to reduce violent crime by 10%.

A few years ago, Chief Ramsey started daily crime briefings at MPD. The focus of these briefings was ongoing crime issues and especially violent crimes that had occurred in the last 24 hours.

More recently, Chief Lanier has made these more strategic, so analysts are now trying to predict what crime is going to occur over the next 3 months based on past trends.

WHITE PLAINS, N.Y. POLICE DEPARTMENT

Juvenile crime continues to be a challenge for the department. Approximately 1.5 years ago, the department partnered with the city’s Youth Bureau and North American Family Institute to develop and implement a youth-police initiative in building trust, communications and understanding. The program has been highly successful in reducing violent youth-involved crime and improving/building community relations. The program was profiled in a June 29, 2007 New York Times article: http://www.nytimes.com/2007/06/29/nyregion/29police.html?_r=1&n=Top/Reference/Times%20Topics/People/S/Santos,%20Fernanda&oref=slogin

APPENDIX C

Participants at the PERF National Violent Crime Summit Schaumburg, Ill., September 26, 2007

Note: Titles and affiliations as of Sept. 26, 2007

Commander Dana Alexander
CHICAGO
POLICE DEPARTMENT

Sergeant Mikail Ali
SAN FRANCISCO
POLICE DEPARTMENT

Commander Mike Anzallo
WASHINGTON, D.C. METROPOLITAN
POLICE DEPARTMENT

Commander Salvador Avila
CHICAGO
POLICE DEPARTMENT

Acting Commissioner
Frederick Bealefeld III
BALTIMORE
POLICE DEPARTMENT

Sheriff Kevin Beary
ORANGE COUNTY, FLORIDA
SHERIFF'S OFFICE

Chief Scott Bechthold
BROOKLYN CENTER, MINNESOTA
POLICE DEPARTMENT

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POLICE DEPARTMENT

Chief William Blair
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Associate Deputy Director
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Pam Cammarata
BUREAU OF JUSTICE ASSISTANCE

President Demetrius Carney
CHICAGO
POLICE BOARD

Chief Michael Celeski
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Deputy Assistant Director
Mark Chait
BUREAU OF ALCOHOL, TOBACCO,
FIREARMS AND EXPLOSIVES

Reporter David Chanen
MINNEAPOLIS STAR TRIBUNE

Analyst Brett Chapman
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POLICE DEPARTMENT

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KANSAS CITY, MISSOURI
POLICE DEPARTMENT

Assistant Deputy
Superintendent Sandra Day
CHICAGO
POLICE DEPARTMENT

Assistant Superintendent
Marlon DeFillo
NEW ORLEANS
POLICE DEPARTMENT

Mayor John DeStefano, Jr.
CITY OF NEW HAVEN,
CONNECTICUT

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CITY OF MIAMI

Deputy Chief John Diaz
SEATTLE
POLICE DEPARTMENT

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BUREAU OF JUSTICE ASSISTANCE

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POLICE DEPARTMENT

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POLICE BUREAU

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POLICE DEPARTMENT

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