

Data Driven Approaches to Crime and Traffic Safety Partners and Demonstration Site Meeting

**Tremont Hotel
Baltimore, Maryland
July 9-10, 2008**

Proceedings Report

Introduction

Data Driven Approaches to Crime and TrafficSafety (DDACTS) is a law enforcement operational model whose goal is to reduce the incidence of crime, crashes and traffic violations in a community. DDACTS uses the integration of location-based crime and traffic data to determine the most effective and efficient methods for deploying law enforcement and other resources. DDACTS is a cooperative initiative of the National Highway Traffic Safety Administration (NHTSA) and the Department of Justice, Bureau of Justice Assistance (BJA).

Purpose

On July 9 and 10, 2008, NHTSA Enforcement and Justice Services Division hosted an initial meeting in Baltimore, Maryland for the purpose of discussing DDACTS. During the meeting, representatives from NHTSA Headquarters, NHTSA Regions, BJA, and a wide range of partners met to discuss DDACTS and engage in implementation planning.

Prior to the meeting, NHTSA and BJA mutually agreed to demonstrate the DDACTS Operational Model in six diverse jurisdictions. The demonstrations will be documented

This overview is intended to summarize significant points related to the implementation of DDACTS resulting from subsequent discussions, break-out sessions, and subsequent reports. It also serves to document the planning process for DDACTS, partner input and contributions, and address the individual needs of the first six demonstration sites.

Day One - July 9, 2008

Welcome and Introduction

Michael Geraci, Office Director for NHTSA's Office of Safety Programs welcomed the attendees and thanked them for taking the time to participate in this important meeting. He advised that some of the attendees from Rochester, NY, were unable to make the meeting due to a canceled airline flight.

DDACTS Project Concept and Overview

Director Geraci discussed the goal of the meeting was to collectively look at this initiative regarding “quality of life” issues. Too often, criminal activity gets much of the focus of law enforcement agencies, while traffic safety issues are in the background.

Director Geraci introduced Chief James W. Johnson of the Baltimore County Police Department. Chief Johnson discussed how his department has used technology to direct human and fiscal resources to collectively address crime and traffic safety. His agency appreciates the federal funds received to enhance criminal and traffic safety efforts. They have used those funds to target problem areas using robust statistics to overlay criminal data with traffic data allowing them to direct resources to those specific areas. Just recently, an officer assigned to one of the target areas apprehended a robbery suspect and Chief Johnson credits this program with significant reductions in the area of auto thefts. The program puts officers in the right place at the right time.

Director Geraci thanked NHTSA senior staff for their leadership and introduced them to the attendees.

On behalf of NHTSA Administrator Nicole Nason, Deputy Administrator Jim Ports welcomed the attendees and thanked them for their dedication to the DDACTS initiative.

Pam Cammarata, Deputy Assistant Director of BJA expressed her agency’s support and pride in being part of the DDACTS program.

All attendees then introduced themselves by name and organization. A list of participants is included in Appendix A.

National Partner Introductions

Director Geraci then recognized the national partners who are participating in the project:

- National Organization of Black Law Enforcement Executives (NOBLE)—chapters and members are being encouraged by the association president to support the program
- National District Attorneys Association (NDAA)—addresses problems by working together with law enforcement and other stakeholders
- National Traffic Law Center (NTLC)—reaches out to the local level through prosecutors
- American Probation & Parole Association (APPA)—provides technical assistance, training, and support to members nationwide

- Governors Highway Safety Association (GHSA)—a national network that offers traffic safety resources and communications to Governor’s Highway Safety representatives
- International Association of Chiefs of Police (ICAP)—the largest international association of law enforcement officials
- National Criminal Justice Association (NCJA)
- American Association of Motor Vehicle Association (AAMVA)—represents state and local licensing officials; provides data that can be used in the DDACTS programs
- National Sheriff’s Association (NSA)—represents the unique office of sheriffs; has worked with NHTSA to identify which sheriff offices are most actively involved in traffic safety

Resources and Assistance

Director Geraci encouraged the demonstration sites to reach out to the program partners to talk about available resources and how they can work together. He asked attendees to leave no doubt about the serious nature of this issue when working with their constituencies and communities. Data driven approaches to crime and traffic safety through active strategic partnerships are a vital tool to improving public safety for our communities. Data driven policing by overlaying crime and traffic data in a targeted approach will be the preferred method of policing in the future. The development of the DDACTS model materials and projects, that can be adapted to any size community, will be vital to improving the quality of life of American citizens.

Crash/Crime Reduction Project—Baltimore County Police Department

Captain Howard Hall, Baltimore County Police Department acknowledged the numerous people involved in making the Baltimore County project a success. He gave an overview of Baltimore County’s demographics, noting that there are no incorporated municipalities in Baltimore County and that Baltimore City is not part of Baltimore County. The department operates under the philosophy that “traffic safety is public safety.” In analyzing data, the department looked at both criminal activity and traffic crashes.

Robbery/burglary data is obtained from the Regional Crime Analysis Database. Traffic crashes are obtained from the InPursuit RMS database. One challenge faced is that state crash data is 12-18 months old before being available. Locations of significant crashes and crimes are identified and overlapping areas are highlighted. By drilling down into these areas, they can focus enforcement efforts on corridors where it is most needed.

Baltimore County’s goals are to reduce traffic crashes in the target areas by 5% during 2008; to reduce excessive speed in target areas; and to increase seat belt usage by 2% in target areas.

Action steps include seat belt and speed surveys and evaluating causation factors identified within the highest traffic crash experience areas. Uniformed personnel assigned to the designated areas will be used for increased enforcement targeted towards hazardous traffic violations. Baltimore County is using all of their grant-funded overtime for traffic enforcement in the target areas. The training section has participated in the development of a program called *It All Starts with a Traffic Stop* which is provided as a specialized training opportunity. The department also participated in ongoing traffic safety programs such as *Smooth Operator* and the *IACP Law Enforcement Challenge*.

The County's Community Education Program is enhanced through personnel from each precinct attending regularly scheduled community meetings. Engineering reviews of the highest crash locations are completed and include three roadway safety audits along the targeted corridors.

Enforcement and other personnel hours spent on the project are collected and recorded in a database. Each precinct (total of 10) is responsible for coordinating their own enforcement; however, there are shared resources for specific problem areas. The benchmark for on-duty time on the target roadways is 1,005 hours per week. The department is currently over that benchmark.

Enforcement guidelines encourage officers to target violations that contribute to crashes, to emphasize citations for hazardous moving violations, and increase citations for occupant protection violations.

The evaluation component of their program includes collection of enforcement data and tracking Maryland Automated Accident Reporting System (MAARS) reports and crime data. To date, the department has expended 23,548 on-duty hours within the targeted areas. There were 31,135 enforcement contacts and 560 arrests. The crash and crime data is being analyzed on a monthly basis. There have been significant reductions in robberies on four of the targeted roadways, burglary reductions on 3 roadways, and crash reductions on 4 roadways.

The project has had both successes and challenges. Involvement of the Command Staff has been positive with many partnerships within the agency having been forged. Enforcement efforts have been increased, multiple programs have been combined, and patrol time has been effectively used. There are some delays in getting data reported and collected in a timely manner. After four months into the project, the police department has reinvigorated efforts to make their program a priority while maintaining consistency and focus. Targeting enforcement can be difficult when specific data is not available and program emphasis can be lost through officer discretion.

In order to sustain this successful program, the Baltimore County Police Department needs more timely crash data, automated citations, and improved equipment.

Q&A

Q. What effect have increased fuel prices had on the program?

A. The department has an agreement that has locked in fuel rates, but they are also looking at a focus on smaller target areas to reduce travel time.

Q. Does the department have a labor union?

A. Yes, but this program was not part of union negotiations and the department has had no complaints from the union.

Q. What benefits could automated citations provide?

A. The benefits would vary depending on the amount invested in the system, but could include cross-referencing records.

Q. What effect has the program had on traffic court?

A. There has been an increase in the amount of people going through the courts, but it is not clear whether that is a result of this program.

Q. Is the effort being promoted through the media? Any critics?

A. There is a public information component to the program. When traffic violations lead to a criminal arrest, there are opportunities to promote the positive aspects of the program.

Q. What is the reaction of businesses and residents?

A. The department has a good relationship with the Chamber of Commerce and they are very supportive because the targeted areas are in business corridors. Residents in the area are very concerned about what is happening in their community and are very supportive as well.

Q. When increases in crashes were noted, was there any evaluation of whether factors such as special events, weather, etc, could have contributed to the increase?

A. There was nothing to indicate such factors caused an increase in crashes. It may be a matter of the program needing more time before having a positive impact of decreasing crashes.

Q. What would happen if the overtime hours worked in these areas was not available?

A. While appreciative of the overtime funding, the department feels the efforts would continue and would still be effective without the overtime hours.

Operation Impact, New York State Division of Criminal Justice Services

James Murphy, New York State Division of Criminal Justice Services (DCJS) talked about his organization and their mission of crime reduction. DCJS is a multi-function criminal justice support agency. They maintain all criminal history records in the state as well as the New York (NY) sex-offender registry and NY DNA databank. They administer federal and state funds earmarked for criminal justice purposes. DCJS offers

law enforcement training, agency accreditation and forensic laboratory accreditation. The agency collects and analyzes statewide crime data.

New York is the safest large state (10 million population or more) in the nation. Murphy shared data on the state's crime rates. Historically, New York City contributed over half of the crime in the state, but the most recent data indicates New York City had only 43% of the reported crimes in the state.

Under a program, started in 2004, 17 counties within the state - that account for 80 percent of the crime outside New York City - have been designated "Operation Impact" jurisdictions. The program emphasizes partnerships that are encouraged to utilize existing tools provided by NY law enforcement agencies. Resources have been provided to enhance the accurate and timely reporting of crime data.

Murphy advocated using crime analysts for successful programs. Operation Impact partnerships are led by the primary (largest) police department and district attorneys in the respective counties. Key partners include sheriff's offices and parole/probation agencies.

In order to qualify for Operation Impact funding, there must be active partnerships; timely, accurate crime data and analysis; intelligence development and shared information; and effective strategies. Analysis of crime data and reporting is required to maintain the grants.

\$17 million in funds have been awarded for equipment, overtime, and crime analysts and field intelligence officer positions. Operation Impact currently funds 29 field intelligence officers and 29 crime analysts. The program is focused upon firearm-related violent crime.

From 2004 to 2007, the Operation Impact jurisdictions experienced a significant reduction in criminal activity. Unfortunately, the numbers are increasing for the first part of 2008.

Ongoing initiatives of the program include:

- Crime Trend Meeting, where all jurisdictions give an annual presentation on their Operation Impact activities and results
- Field Intelligence Officer Program
- Crime analysis, focusing on report writing, reviewing crime as living data
- CompStat onsite consultants are engaged to assist municipalities interested in initiating their own CompStat operations
- SafetyNet, the state's central database for investigative targets
- GGUN, clearinghouse for information on guns used in a crime or suspected of being used in a crime
- Domestic Violence Reduction
- Burglary, DNA Initiative

- Statewide Offender Mapping Program, including multiple options of layers of data, is available to all partners

Operation Impact participants are expected to remain active in the above programs as a condition for funding.

Crime analysis assists in the deployment of manpower and other resources as part of the overall crime reduction strategy; however, timely reporting is the key component of accurate analysis. There are four types of analysis: tactical, strategic, administrative, and operations. Crime analysis data comes from crime reports, crime statistics, intelligence, open-source data, field observations, research, and non-traditional data sources. DCJS collects data from any and all sources.

Field Intelligence Officers are the focal point for intelligence/information flow and work closely with the commanding officers in the jurisdictions. They report back to their agencies information regarding search warrants, perpetrator identification, source development, inmate release information, and emerging crime patterns/trend identification.

Human intelligence is highly valuable. Low level offenders can yield a high level of information, making all arrests worthy of debriefing. People who attend community meetings are interested in improving their communities and are a significant resource. Intelligence gathering needs to be accomplished through a variety of sources.

Operation Impact has shown that data driven policing is key to sustained crime reduction. Critical components of a successful program are: timely, accurate reporting of incident data; working partnerships between law enforcement agencies; formulation and implementation of effective strategies/initiatives; and relentless follow up.

Q&A

Q. Can traffic safety data be used to address the crime problem?

A. DCJS is willing to pursue any angle to reduce crime and including traffic data is certainly an option.

Q. Have you used License Plate Reader technology?

A. NYC is at the forefront of using this technology.

DDACTS Roles, Products and Expectations

Moderated by Commissioner Mike Brown and Colonel Ken Morckel (ret.)

Data driven approaches to resource allocation should become a common practice within the law enforcement industry. This would be a similar path to the introduction of “community policing” several years ago and its proliferation as a very common

operational model. DDACTS is an indication and the demonstration of forward-thinking law enforcement agencies and officials.

A data driven program is not a guarantee of results; as there may be anomalies and challenges as well. The six demonstration sites were chosen because they represent a cross-spectrum of jurisdiction size and challenges encountered in initiating a data driven program. The selected demonstration sites are also at different stages of development regarding data driven resource allocation.

The ultimate goal of this meeting is to reach consensus of what we want to achieve and how we will achieve it. Commissioner Brown and Colonel Morckel advised that the meeting will feature breakout sessions and a report-out, leading to plans and timelines for the overall project.

Data driven operational programs have not spread across the country as fast as expected, given the significant success achieved by many law enforcement agencies. Participants at each demonstration site must take a leadership role to ensure the programs are successful and thus provide a model for other agencies. Combating ever decreasing resources is a major challenge that can be at least partially addressed by partnering with other agencies.

The DDACTS pilot programs should focus on improving quality of life issues rather than on singular criminal or traffic safety problems. The DDACTS model is not narrowly focused; as it addresses the larger issues of traffic safety in conjunction with criminal activity. The first step is to determine an agency's capability regarding the timely collection of crime and traffic safety data. The data collected locally must be analyzed given the circumstances surrounding the targeted area. Each locale will differ regarding community dynamics and it is critically important to understand what the data are indicating. Engaging traditional and non-traditional partners is also a significant factor for success. The importance of timely data cannot be overly emphasized. The data will drive the program, which will only be as good as the inputted data.

Commissioner Brown and Colonel Morckel led an interactive discussion among the representatives of the demonstration sites. This discussion revolved around how the sites have approached their programs, what challenges they have encountered, and what successes they have achieved.

The Nashville Police Department (NPD) initiated their program four years ago using the CompStat process. They conduct weekly CompStat meetings involving each precinct commander's description of their operational plan as indicated by the data from that precinct. They use instant data (CAAD) for crime statistics and have the benefit of crime data that is less than four days old. When they conduct the CompStat meetings, it is driven by data from the previous week. They use auditable data that includes parole and sex offender information from the state and relevant data from their courts.

A question was posed, asking if any of the agencies considered using a survey instrument to gather qualitative data. NPD advised they conduct a survey every six months. Each month they pick a random sample of incident reports and calls are made to the victims to ensure the crime was accurately reported. They also gather information as to whether the person feels safer, and their satisfaction with the reporting officer's interaction, etc.

The meeting adjourned at 4:55 p.m.

Day Two, July 10, 2008

National Project Outreach and Resources

Opening remarks were made by Director Michael Geraci, NHTSA and Pam Cammarata, BJA.

Pam Cammarata

- Overviewed BJA and Department of Justice products
- POP (Problem Oriented Policing) Guides
 - Emphasized the importance of problem identification and analysis
 - Both Criminal and Traffic topics addressed
- COPS Office was described, websites and resource availability cited:
 - www.cops.usdoj.org
 - www.popcenter.org
 - Value to crime and traffic analysis was discussed
- BJA can assemble teams to visit individual agencies involved in the project
 - Contact Mike Medaris
- At present, FY 2009 appropriations remained unknown. Funding levels remain pending.

Kendell Poole, Governors Highway Safety Association (GHSA)

- Emphasis on partnerships to make DDACTS successful
- Discussed the correlation between available grant funds and individual state's ability to provide assistance, as well as relationships among highway safety and Regional offices
- GHSA provides an effective communications network
- Significant association with law enforcement
- Section 408 funds may be used for technology to support data driven efforts

NHTSA Enforcement and Justice Services

Keith Williams; Speed management workshops; PURSUE and "Your Vest Won't Stop This Bullet" videos; Revised Traffic Occupant Protection Strategies (TOPS) curriculum; and the revised Personnel Allocation Model (PAM)

Don McDonald; Advanced Roadside Impaired Driving Enforcement (ARIDE) program

Return on Investment

A discussion led by Colonel Ken Morckel and Commissioner Mike Brown addressed the issue of “return on investment” and a shift in evaluating and measuring how law enforcement efforts impact individual communities and quality of life issues. Current budget levels are often determined by how well law enforcement administrators can specifically delineate how effectively and efficiently their agencies have positively affected their communities relative to the allotted resources for their agency. In the current era of diminishing revenues, explaining “bang for the buck” is critical and virtually impossible without accurate and timely data.

Comments were then offered by Captain Schwarten of the Nebraska Highway Patrol on the “Omaha Metro Safety Initiative”. The Omaha Metro Safety Initiative used data to identify areas of criminal activity in combination with traffic crash data. By overlaying both sets of data they determined deployment areas to focus resources toward interdicting gang and drug related crimes.

Additional discussions centered on pre and post data analysis, budget considerations, working with partners (NOBLE), instruments for measuring results. The impact on staffing created by short term activities and special events were also discussed.

Breakout Session – Data, Operations and Support

Meeting participants were divided into break out groups to address issues related to data, operational concerns, program support, and communications. The break out sessions were facilitated discussions targeting focused aspects of the DDACTS process. The individual groups re-convened with a spokesperson from each break out session reporting on the results of their discussions.

Data Session Report Out:

Colonel Morckel reported out on critical needs as identified by this group, which began with an emphasis on CEO and senior leadership buy in and support. The need for significant and visible leadership was identified, in addition to the following issues related to data:

- Identification of critical areas where crime and traffic safety issues intersect.
- Data collection and specific reporting as operations are on-going.
- Determining what data sets are required before, during, and after the operational period.
- Variations in data definitions between demonstration sites and partner agencies.
- Determine data required for reporting back to NHTSA/BJA
- Reporting cycles- monthly, bimonthly, or quarterly.
- Determine data required for evaluation.

Operations Session Report Out:

Mark Neil reported for the group, which identified problem definitions that enable users to apply a flexible operations model. With respect to Operational issues, the group applied the acronym “STEEP” (social, technical, environmental, economic, and political) to reflect the primary areas of concern for all of the sites.

Discussions also took place regarding the establishment of partnerships, as well as baseline measurements to compare to operational activity. This also requires examination of performance measures using a return on investment approach. Additional areas addressed by the Operations group included:

- Courts/prosecutors
- Probation/parole offices
- Political partners
- Media
- Medical community
- Education
- Clergy
- Transportation departments/agencies
- Business and community groups

The application of effective technology, pooling of resources, and re-direction of funds to meet DDACTS needs was also addressed.

Communications Support Report Out:

Tim Fitten reported for the group addressing the role of Governor’s Highway Safety Representatives, NHTSA Regional Staff, and NHTSA personnel involved in the DDACTS process. Emphasis was given to support to the demonstration sites including technical assistance, communications, and improved data flow. Dedicated NHTSA staff members will be working with DDACTS in the demonstration sites; however, to ensure the best results there is an additional need for continuous support and flow of information among the partners and principals involved with the demonstration site. This includes assistance and support of operational planning by the Regional Program Manager (RPM) and Law Enforcement Liaisons (LEL).

Program Support Report Out:

Director Mike Geraci reported for the group that represented the Governor’s Highway Safety Representatives, BJA State Administering Agencies and NHTSA Administrators on program support. Messaging and encouraging a cultural shift to address criminal and traffic issues simultaneously for maximum effect was discussed. In the context of community policing strategies, DDACTS applied a flexible approach driven by local

issues and managed by local authority rather than the federal government. Additionally, the following issues were discussed by the group:

- Understanding of roles among the players, e.g. NHTSA, BJA, partners, etc., with an emphasis on inclusiveness.
- Development of web site materials to provide information on the DDACTS model.
- Reporting issues and information sharing among local, regional, and federal partners.

DDACTS Project Roles and Action Plan Development

Break out sessions were conducted with the individual demonstration sites. Each break out group was asked to report back on their plan of action and specific support needed. The sessions served as a next steps exercise and opportunity to assess specific needs for implementation of DDACTS at each individual demonstration site.

Baltimore County: Captain Hall reported for Baltimore County placing an emphasis on the most efficient use of resources in the coming year. Action steps will be based upon problem identification and analysis. Cooperation and partnership with the Baltimore City Police Department is being sought to support the implementation for the DDACTS concept. Captain Hall additionally listed immediate needs as follows:

- Communications.
- Improvement of data collection.
- Coordination with MD Highway Safety Office.
- Setting up a meeting with established and potential partners.

Nashville Metro Police: Eric Cardinal reported out for NPD, opening with a discussion regarding the development of their records management system. Mr. Cardinal advised he was sent to this meeting with direction to identify potential relationships that would enhance the quality of their efforts. NPD is additionally considering partnership and technology opportunities that include:

- License plate readers.
- Partnerships with alcohol beverage control.
- Local sheriff's offices who manage jail operations.
- Seeking information/data from non-traditional data sources.
- Assessing property value losses in a manner similar to NHTSA valuations related to crashes.

State of Vermont: Paco Aumand reported for the Vermont State Police describing a macro level approach that employs a four step process - governance, planning, execution, and evaluation. These four steps will be used to implement a collaborative approach to DDACTS. This collaborative approach will include governmental agencies, effective problem identification, addressing funding issues, and working with their Governor's Highway Safety Office. Mr. Aumand reported that DDACTS Vermont was officially formed on July 10, 2008.

Lafourche Parish, Louisiana: Sheriff Craig Webre began his report with an assessment of the value of effort law enforcement in general puts forth and the difficulty some agencies may have in justifying their performance. Sheriff Webre further described the unique geography and infrastructure in Lafourche Parish as well as some of the basic tools and training his staff receives, e.g. impaired driving training, on board computers, etc.

Sheriff Webre further described the activities of his agency in relation to traffic safety and his desire to work with the State Police on the analysis of fatal crashes as well as criminal incidents. He further commented on the technical expertise and technology assessment needed to identify the best possible tools for identifying the specific DDACTS areas within his parish. He also addressed:

- Working with the state highway department.
- Campaigns to create public support and involvement.
- Addressing localized issues related to impaired driving, e.g. Daiquiri Huts.
- His commitment to the success of DDACTS in Lafourche Parish.

Oakland, California: Lieutenant Anthony Banks reported for Oakland Police Department describing an initial process that begins with problem identification and location information. This is followed by a plan to begin gathering relative traffic crash data and traffic citation data to provide a better assessment of the problem for on site command personnel. Additional areas addressed by Lt. Banks included:

- Oakland's use of electronic citation devices.
- Selection of personnel and deployment locations.
- Coordination with CHP for enforcement data occurring within Oakland's jurisdiction.
- Data analysis and problem identification.
- Coordination of effort between Traffic and Patrol divisions.
- Monthly reporting.
- Technology needs.

Rochester, New York: Chuck DeWeese reported out on behalf of Rochester as the police department participants were unable to attend due to travel problems. Operation IMPACT was discussed, along with a need to assist Rochester regarding coordination with NHTSA, BJA, the New York State Police, and driver licensing functions. Rochester is currently working a similar program focusing on criminal activity; therefore, the application of DDACTS will add the traffic element to their current operations. Additional issues noted included:

- Cooperation and buy-in from existing networks.
- Coordination with GR and NHTSA Regional staff.

Summary Results:

The breakout session reports led to the compilation of six guiding principles for development of the DDACTS model.

- Data Collection

- Data Analysis
- Partnerships and Stakeholder Participation
- Strategic Operations
- Information Sharing and Outreach
- Monitoring, Evaluating and Adjusting
- Outcomes

Closing Remarks:

Remarks were offered by a number of participants endorsing the DDACTS concept (Kendell Poole, Vernon Betkey, and Mark Neil). Remarks by Joe Akers from NOBLE offered support and assistance, particularly with diversity, community partnership, and community engagement issues. NOBLE is a significant partner in the process, and Mr Akers offered support and assistance through contacting staff at the national office and working through them for more direct or localized support.

Follow Up Meeting:

A recommendation for a follow up meeting late in the year was discussed. BJA leadership was asked to plan the meeting.

Evaluations of the initial six demonstration sites were discussed as a model for future users.

Acknowledgement of participants, BJA, and all partners present was offered by Director Mike Geraci.

Appendix A

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