



U.S. Department of Justice
Office of the Associate Attorney General

"Why Can't We Talk?" When Lives Are at Stake

PUBLIC SAFETY RADIO SPECTRUM AND INTEROPERABILITY

Public safety work requires effective coordination and communication among disparate public safety agencies. Thousands of incidents that require mutual aid and coordinated response happen each and every day. High-profile incidents—such as bombings, plane crashes, and natural disasters—test the ability of public safety service organizations to mount a well-coordinated response. Interoperability—the ability of agencies to communicate with different jurisdictions (e.g., police vs. fire; State vs. county)—often depends on wireless radio communication systems

What issues are addressed in this video?

In an era where technology can bring news, current events, and entertainment to the farthest reaches of the world, many police officers, firefighters, and emergency medical service personnel cannot communicate with each other. Congested and fragmented spectral resources, inadequate funding for technology upgrades, and a wide variety of governmental and institutional obstacles result in a critical situation which, if not addressed expeditiously, will continue to compromise the ability of public safety officials to protect life and property.

to adequately discharge their obligation to protect life and property in a safe, efficient, and cost-effective manner."

Addressing this concern, Congress included language in the Balanced Budget Act of 1997 for the Federal Communications Commission (FCC) to reassign 24 MHz of spectrum currently occupied by broadcast television channels 60 through 69 for public safety use by 2006. However, broadcasters encouraged Congress to insert a provision in the legislation that may delay the availability of that spectrum in some areas indefinitely depending on the penetration of digital television service in the individual markets. Additionally, the PSWAC report detailed the need for an additional 70.5 MHz to meet interoperability and longer term needs.

WHAT HAS BEEN DONE TO ADDRESS THESE ISSUES AT THE FEDERAL LEVEL?

In March 1995, Congress requested the establishment of the Public Safety Wireless Advisory Committee (PSWAC) to focus attention on the issue of interoperability and the demands at the Federal, State, and local levels. In its final report, PSWAC concluded that "unless immediate measures are taken to alleviate shortfalls and promote interoperability, public safety agencies will not be able

IS THERE ANY FUNDING TO ASSIST THE STATE AND LOCAL GOVERNMENTS WITH THESE ISSUES?

The National Partnership for Reinventing Government (NPR) is the Clinton-Gore Administration's initiative to improve government services. One NPR action called for the U.S. Departments of

How should I use this video?

This video is one component of the U.S. Department of Justice's public education campaign, headed by Associate Attorney General Raymond C. Fisher. It provides an executive summary of the growing importance of these issues in an effort to foster informed decisionmaking regarding the planning, design, and funding of public safety radio systems. Please use this video in conjunction with any pertinent meetings or conferences you hold or attend and help us raise national awareness of this issue. With your help, this video can assist in helping to understand some of the political barriers and mindsets that are hampering efforts to achieve interoperability.

Justice, the Treasury, and Commerce to establish a working group to develop recommendations for innovative ways to fund public safety wireless communications systems. The working group proposed Federal seed money to States in FY 2000 for public safety wireless communications. The foundation of this proposal is to provide an element of coordination to the planning, design, and implementation of systems to promote Federal, State, and local interoperability, spectrum efficiency, and security issues. Administration approval of this proposal is pending.

Additionally, a multitude of other potential funding mechanisms exists. Please contact the Public Safety Wireless Network Program (PSWN) (see below) to obtain a report detailing several options.

WHAT RESOURCES ARE AVAILABLE TO PROVIDE INFORMATION ON THIS ISSUE?

- ☐ **National Law Enforcement and Corrections Technology Center (NLECTC)**, a program of the National Institute of Justice. For additional copies of the "Why Can't We Talk? When Lives Are at Stake" video (NCJ 172213) or for more information on public safety radio

spectrum and interoperability issues, call 800-248-2742 or visit the NLECTC World Wide Web site at <http://www.nlectc.org>.

- ☐ **Federal Communications Commission (FCC), Wireless Telecommunications Bureau, Public Safety and Private Wireless Division.** For spectrum-related information, hot topics, regulatory actions and decisions, Public Safety Wireless Advisory Committee reports, regional plan action, radio services and licensing information, frequency coordinator information, spectrum refarming information, and FCC rules, call 202-418-0680 or visit <http://www.fcc.gov/wtb/publicsafety> on the Web.
- ☐ **Public Safety Wireless Network Program (PSWN)**, a joint program of the U.S. Departments of Justice and the Treasury. In July 1994, the National Partnership for Reinventing Government (NPR) issued a memorandum directing the establishment of an intergovernmental (local, State, and Federal) wireless network. For information, call 800-565-PSWN or visit <http://www.pswn.gov> on the Web.
- ☐ **National Public Safety Telecommunications Council (NPSTC).** For information on NPSTC, a federation of 11 associations that acts as a resource and advocate for public safety telecommunications issues, visit <http://www.nlectc.dri.du.edu/npstc> on the Web.
- ☐ **National Telecommunications and Information Administration (NTIA), U.S. Department of Commerce.** Public safety agencies are encouraged to apply for a grant through NTIA's Telecommunications and Information Infrastructure Assistance Program (TIIAP). TIIAP is a highly competitive, merit-based grant program that provides seed money for innovative, practical projects that extend the benefits of advanced telecommunications and information technology to rural and urban underserved Americans. Call 202-482-1726 or visit <http://www.pswae.ntia.doc.gov/pubsafe/index.html> on the Web.

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National Institute of Justice

Research in Brief

Jeremy Travis, Director

January 1998

Discussed in this Research in Brief:

A 1997 survey designed to provide quantitative data from State and local law enforcement agencies nationwide on their current and planned use of communications equipment and services and their experience with interoperability.

Key issues: Routine police work requires effective coordination and communication with other police agencies, fire departments, and emergency medical services to mount a well-coordinated response. Interoperability, the ability of agencies to communicate across jurisdictions, often depends on wireless radio communications systems. This study, based on a mail-in questionnaire, examines telecommunications systems, knowledge and training about their use, and interoperability experience, requirements, and shortfalls.

Key findings:

- Interoperability is common, with 82 percent of agencies having at least one channel dedicated solely for use with other organizations. Though most agencies are confident of their ability to handle routine situations, many law enforcement agencies experience serious obstacles, particularly when trying to communicate with agencies beyond their local network or operating in different frequency bands.

- Limitations in funding and frequency incompatibility were identified as the biggest interoperability problems.

- Thirty-five percent think State or Federal mandates are needed to ensure interoperability, but the majority believe local planning best meets

continued...

Wireless Communications and Interoperability Among State and Local Law Enforcement Agencies

by Mary J. Taylor, Robert C. Epper, and Thomas K. Tolman

Routine police work requires effective coordination and communication with other police agencies, fire departments, emergency medical services, and public service organizations. High-profile incidents—such as bombings, plane crashes, and natural disasters—test the ability of public safety and public service organizations to mount a well-coordinated response. Interoperability, the ability of different agencies to communicate across jurisdictions with each other, often

depends on wireless radio communication systems.

This 1997 NIJ-sponsored study, conducted by the National Law Enforcement and Corrections Technology Center, focuses on interoperability issues in the law enforcement community. It is based on a survey of the interoperability experiences and needs of law enforcement agencies across the Nation.¹ (See “Methodology” for a discussion of the sampling and analysis

Methodology

Starting in February 1997, 10-page questionnaires were mailed to all agencies that employ more than 100 sworn officers and to a stratified random sample of smaller agencies across the country. By the end of the data collection phase in July 1997, a total of 1,334 agencies had responded to the questionnaire, an overall response rate of 48 percent. Agencies were categorized by size (six size categories based on the number of sworn officers) and type (local police, sheriff's departments, special police, and

State police) for analyses. State agencies were not included in the analyses by size.

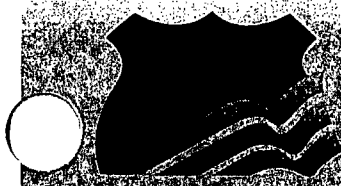
All data in this report are based on the respondent sample. A bias analysis was conducted, as were analyses based on weighted data to correct for underrepresented or overrepresented groups. The sample is broadly representative of the Nation, although respondents were more likely to have problems caused by outdated equipment and to be less confident in their ability to handle interoperability situations.

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National Law Enforcement and Corrections Technology Center

A Program of the National
Institute of Justice

BULLETIN

March 1998

The National Institute of Justice and Advances in Forensic Science and Technology

Several high-profile cases have raised our national awareness and expectations of forensic science and scientific evidence and highlighted several serious points, including:

- Forensic science begins at the crime scene.
- Proper evidence collection is crucial.

Forensic science can be defined broadly as the application of scientific knowledge to the legal system, and includes disciplines such as serology, pathology, molecular biology, biometrics (fingerprint analysis, voice recognition and identification), trace evidence (hair, fiber, and paint identification) and weapons identification. Forensic technology can be defined as the tools or methods used to apply this scientific knowledge.

The lab can do nothing without the physical evidence gathered by police and evidence technicians; it is the fuel that runs a forensic laboratory. The quality of this evidence must be as secure as the crime scene itself.

- Forensic science must apply only those scientific techniques and procedures that are solidly grounded through previous experimentation.
- Standards for qualifying technicians and scientists must be followed.
- Standard procedures must be adhered to during evidence collection and analysis.

If the forensic science methods and technologies are untested, unstandardized, or misapplied, or if

the examiner's qualifications are shaky or blemished, the value of the evidence can be diminished to the point where the evidence might as well never have been collected, analyzed, or presented in court.

- The examination of many different types of forensic evidence must be pursued; some types of evidence may be routine and inexpensive (fingerprinting), while other types may be more time consuming and quite costly (DNA).
- The latest developments in forensic science require cooperation among Federal, State, and local governments as well as private agencies in all branches of the criminal justice system.

The more evidence, the stronger the case. The more scientifically grounded the evidence, the more prosecutors will be willing to use the evidence to strengthen a case. Police and evidence technicians, laboratory analysts, and attorneys must cooperate with each other to ensure proper use of this evidence. Cooperation requires knowing how one action affects another, how not collecting a certain type of evidence will preclude using a certain forensic technique, or how collecting a certain type of evidence requires using a particular forensic test rather than any other.

Knowing how one action affects another in the long chain of events leading toward the presentation of scientific evidence and expert testimony requires communication among the involved parties. To aid in this communication, this bulletin presents information on recent advances in forensic science

DRAFT

COPS II SMART AND EFFECTIVE POLICING FOR HEALTHIER COMMUNITIES IN THE 21ST CENTURY

A LEGISLATIVE PROPOSAL

In 1994, the Administration made a bold, new pledge to the citizens of the United States – that within six years, 100,000 additional community policing officers would be funded to keep America's streets and communities safe. Just four years later, the COPS Office has funded over 88,000 additional officers and, equally important, advanced community policing throughout the nation.

As the COPS Office nears the end of its mission, it is not a time for complacency. Despite making dramatic inroads, we cannot afford to relent in the fight against crime.

To meet the challenges of the next millennium as well as the evolving needs of law enforcement, we propose *COPS II: Smart and Effective Policing for Healthier Communities in the 21st Century*. The logical “next-step” in Federal crime policy, COPS II will build on the successes of the 1994 Crime Act.

Part I: Smart & Effective Policing

The challenges of the 21st century for law enforcement are numerous. Not only are agencies continuing to cope with persistent crime problems such as domestic violence and open-air drug-markets, but they are having to do so without the necessary resources and current technology.

A. Meeting Law Enforcement's Technology Needs

If we are to keep our communities safe from both street crime and the specter of 21st century terrorism and cybercrime, our police forces must be equipped with the latest technologies to respond to these demands. For example, there is currently state-of-the-art technology that can locate and extract digital mugshots from a database of thousands of photos – just by entering a few facial characteristics. Sadly, this technology is far beyond the reach of most of police departments, many of whom still struggle with typewriters and rotary phones.

Specific Proposal: To meet the growing demands placed on law enforcement agencies, COPS II will fund *COPS TECH*, a technology grant program designed to enhance agencies' community policing strategies by providing necessary funding for police to be on the cutting edge of innovation. Funding from COPS TECH will:

- Provide both officers and communities with the opportunity to track and access real-time crime and arrest data;
- Ensure that law enforcement agencies from neighboring jurisdictions can quickly and easily share information about recent crimes, suspects or fugitives.
- Help put a laptop in every police car;

COPS TECH will also fund the “Police Technology Advisory Project.” This initiative will evaluate the latest advances in law enforcement technology and help local agencies select equipment that best fits the needs of their communities by providing an up-to-date and informative menu of technology options.

B. The National Non-Emergency Number: Solving the 9-1-1 Emergency

Thanks to the efforts of the Justice Department’s COPS Office, a few of our nation’s leading cities and police departments have adopted the latest innovation in service delivery: 3-1-1, the National Non-Emergency Number. 3-1-1 provides a viable complement to 9-1-1 by providing citizens with an easy-to-use, responsive method for accessing their local government. Furthermore, by diverting non-emergency calls away from 9-1-1, 3-1-1 alleviates the cycle of reactive policing and 9-1-1 abuse that has plagued departments for the last decade. The 3-1-1 Non-Emergency Number:

- Improves response time for emergency calls;
- Preserves the life-saving effectiveness of 9-1-1;
- Provides officers on the street with more time for community policing; and,
- Provides citizens with easy access to government and routes calls for service to the appropriate agency based on the kind of problem you have, not the number you dial.

Specific Proposal: COPS II 3-1-1 grants will provide local agencies with seed money for the implementation of a 3-1-1 non-emergency number as well as the call management infrastructure necessary for seamless delivery of both non-emergency and emergency services. Grantees also will be able to use a portion of their 3-1-1 funds to study and reengineer communications centers to better reflect the community policing philosophy.

Part II: Building Healthier Communities

One of the most important lessons we have learned from the community policing movement is the central role that active citizens must play in keeping our neighborhoods safe. We must, therefore, continue to build the capacity of our communities to support law enforcement’s ability to address crime and disorder issues. We cannot expect police to do it alone.

A. Fighting Tomorrow’s Crime Today

In addition to supporting the institutionalization of police-community partnerships, one of the Administration’s goals has been to provide Federal funding for local efforts which can reduce crime that is especially damaging at the neighborhood level.

Specific Proposals: Therefore, COPS II will sponsor a series of innovative grant programs, such as:

- *Community Policing to Combat Emerging Drug Markets*
-Tackles the problem of both burgeoning new (methamphetamine) or resurgent (heroin) drugs in communities across the country.

- *Community Policing to Reduce Repeat Victimization*
-Studies have shown that a disproportionate number of crimes are perpetrated against the same victims. It is critical that law enforcement address the needs of this under-served population.
- *Community Policing to Support Community Corrections*
-Strong partnerships between police and probation/parole have been shown to be highly effective in reducing both recidivism and crime.

B. Community Crime-Fighters

Critical to the success of emerging police-community partnerships is giving these groups the necessary tools to solve real problems within their communities. Not only are problem-solving skills helpful in resolving acute crime problems, but are also applicable to a wide array of community issues beyond those traditionally under the purview of law enforcement.

Specific Proposal: To increase the number and efficacy of police-community partnerships, COPS II will sponsor, with a core group of police agencies and their community partners, the creation of *Problem-Solving Centers* (PSC), the next step in the evolution of COPS' powerful training and education network of *Regional Community Policing Institutes* (RCPI). Part regional think-tank and part community center, PSCs will serve neighboring jurisdictions with on-site technical assistance addressing a variety of localized public-safety and quality of life needs in addition to expanding community policing training for law enforcement. As semi-independent "substations" of COPS' RCPI network, these *Problem-Solving Centers* will be open to all sectors of the community and local government, fostering innovation and expanding training to advance citizen participation and community governance.

Part III. Stronger Partnerships

A. Targeted Hiring

Thanks to COPS hiring grants, many agencies have met their hiring needs. Yet, we have found many communities that continue to suffer from unacceptably low levels of police presence. Not only are many of our nation's most troubled neighborhoods inadequately staffed by law enforcement officers, we continue to under-serve a myriad of populations such as youth and neighborhoods inundated with gangs and drugs.

Specific Proposal: To continue this Administration's successful approach to reducing crime through community policing practices and increased officer presence, COPS II will fund a *Targeted Hiring Program* that will supply law enforcement agencies with the funds necessary to hire additional fully sworn community policing officers. These grants will put officers on the beat in traditionally under-served communities. Given that the need for additional officers has been greatly alleviated through the efforts of COPS, the targeted hiring program would be a limited and competitive program where agencies must meet need-based criteria to be eligible for Federal funding.

November 18, 1998
2:45 pm

Date: 06/04/97 Time: 08:36

HDrug cartels have best technology money can buy

KEY WEST, Fla. (AP) If you've ever wondered what happened to James Bond, he might be working for one of the drug cartels in Asia or Latin America.

Drug traffickers are spending fortunes on the latest technology to spy on and elude authorities. And they're hiring former intelligence officers to work for them, drug enforcement officials said Tuesday at the opening of a four-day conference.

``Drug traffickers have the best technology that money can buy,'' said a Drug Enforcement Administration agent who spoke on condition of anonymity. ``And they hire people from the intelligence community in some countries to operate it for them or teach them how to use it.''

Drug barons have an added advantage tons of cash and no rules on how to spend it.

``The cartels are ahead of us a lot of the time in having state-of-the-art technology because they can just go out and spend what it takes as soon as it is available,'' the agent said. ``We have to get contracts, take bids, get approval.''

The United States has a spying network of satellites, paid informants and AWACS radar surveillance planes, which can detect traffickers' aircraft from 200 miles away.

But traffickers know the opposition and cartels rival the CIA in sophisticated information gathering.

Drug traffickers can intercept telephone calls, set up bugging devices inside trucks from which they can record indoor conversations and encrypt their cellular phone calls so that they cannot be decoded by enforcement authorities, the agent said.

Traffickers spend millions to buy off government authorities all over the world, said a Pentagon official who also spoke on condition of anonymity.

In Colombia, many participants in a constitutional congress several years ago were paid off by drug traffickers who wanted to make it impossible to extradite them from their homeland, the official said.

Bugging devices often have been found in the offices of Colombian government officials and prosecutors.

But authorities have one new tool that traffickers are having trouble counteracting. The device ``can sniff out drugs. You point it at something and it will tell you if there are drugs there,'' the Pentagon official said.

The hefty price tag is a major drawback.

``It costs millions and millions of dollars. There are only a very few of them. The problem is that they can cover only a very small area at any one time, and to build one that could cover a whole ship's container would cost too much,'' the Pentagon official said.

``There are millions of containers a year coming into this country, and a lot of them have drugs in them,'' he said.

Traffickers are hiring brilliant chemists to try to find ways to foil detection of smuggled drugs, said Air Force Col. Sam Reed, who soon will take over as director of counter-drug operations at the U.S. Southern Command in Panama. It is one of five regional military commands and is responsible for coordinating military operations in Central and South America.

``They do things like make a bathtub out of material that contains cocaine and then they break it down and extract the

cocaine in the United States," Reed said. They also make furniture with fiberboard containing cocaine and then extract the drugs chemically.

Barry McCaffrey, the Clinton administration's drug policy chief, said the next big threat will be methamphetamines, frequently called designer drugs or boutique drugs, which can be made easily by traffickers.

"There is no reason to grow coca when boutique drugs can be produced with \$100 and a recipe off the Internet," he said.

APNP-06-04-97 0851EDT

ALERT CAR

Advanced Law Enforcement Response Technology

NIJ is working with the Federal Highway Administration (FHWA) to help fund, test, evaluate and commercialize the ALERT system. FHWA will be briefing the Secretary of Transportation on August 4, and we understand there have been expressions of interest from very high levels in the Administration.

ALERT is an outgrowth of the Intelligent Transportation system and seeks to create a standard, open architecture technology that will greatly increase the law enforcement officer's ability to manage his car and to receive and transmit accurate criminal justice and traffic safety information while in the field. The system replaces all the current control systems in the car (e.g., lights, cameras, radar, radio, siren, etc.), with a touch screen system so that the officer is able to control everything with the touch of a finger. It incorporates and provides an architecture which will allow the incorporation of other useful technologies, such as Global Positioning Systems (GPS) for navigation and automatic location reporting, and Graphic Information Systems (GIS) to allow data maps to be displayed in various ways for the officer. It allows the direct electronic preparation and transmission to headquarters of arrest, investigation, and administrative reports and permits photographs from a crime scene or of a lost child to be transmitted instantly to every officer in an ALERT car. Most importantly, it allows industry to quickly develop and integrate new solutions in the car, thus enhancing competition and potentially releasing law enforcement agencies from dependence on a single manufacturer.

ALERT was originally developed with traffic safety applications in mind, but the technology is applicable to other areas of law enforcement, including criminal investigations, community safety, and investigations into abducted children. The same technology can be readily employed by fire departments, rescue, medical and ambulance services, and even public utility services at every level of government.

FHWA originally began developing the ALERT system in cooperation with the National Highway Traffic Safety Administration, the Texas Department of Transportation and the Texas Transportation Institute. Several major technology firms are providing expertise and equipment, and officers from the College Station, Texas, Police Department and the Texas Department of

Public Safety are currently testing and showcasing two ALERT-equipped vehicles.

NIJ and FHWA are in the process of establishing a co-funded interagency agreement to further develop and field test the ALERT system, and to quickly establish a test bed. Additionally, NIJ's Office of Law Enforcement Technology Commercialization (OLETC) is providing assistance to FHWA in moving the ALERT concept into industry.

Technical Point of Contact within OJP/NIJ: David Boyd
OJP/OCPA POC: Harri Kramer/Chris Rizzuto/Jamie Phillips

ADVANCED LAW ENFORCEMENT RESPONSE TECHNOLOGY (ALERT)

The Advanced law Enforcement Response Technology (ALERT) program, is developing a computer-based system for controlling the vehicle functions, communications, and digital information management for numerous public safety vehicle operations.

The ALERT system features a compact computer with a touch screen control that eliminates numerous controls, switches, and other hardware from the cockpit of a public safety and public services vehicle. As an example, ALERT, installed in a police car application will control the vehicle light, siren, radar, and radio while signaling vehicle position and providing a means to receive fingerprint identification information and mug shots over a radio frequency link. The ALERT system is being designed to be transferrable among vehicles and have a standard interface. This will make it easily compatible with a host of peripheral systems, including radios; radar; GPS and GIS displays; bar code, mag stripe and fingerprint scanners; digital cameras; infra-red systems and numerous other digital devices. ALERT in an incident management role, will permit cross-jurisdictional command, control and communications among fire, rescue, hazmat, police and other public safety and public service functions.

The ALERT vehicle initial phase is complete and the system is being tested and evaluated. The two prototype police vehicles are currently being displayed and demonstrated throughout the United States at public safety conferences and seminars. A strategic plan is being developed to implement test beds where five ALERT vehicles will be placed in specific geographical locations for further testing and evaluation with system development continuing during the test bed stage. A commercialization plan is being developed to assist in getting the system into the marketplace.

The role of NIJ and ALERT

The mission of the National Institute of Justices' Office of Science and Technology, is to provide state and local law enforcement and corrections agencies access to the best technologies available to help them develop capabilities essential to the improvement of efficiency and effectiveness in every aspect of the criminal justice system. In carrying out its mission, NIJ has partnered with the Department of Transportation to provide funding, technical assistance and commercialization support for the implementation of the ALERT program.

FUNDING:

There are currently two ALERT prototype platforms in existence which are used primarily for proof of concept and showcasing. On the horizon is a series of five test beds with ALERT technology, to undergo real time functional testing in a variety of scenarios dealing with; technical support, normal component maintenance, user acceptance, various configuration testing, training,

infrastructure support and cost effectiveness. NIJ through an Interagency Agreement between NIJ and the Department of Transportation (DOT), will be funding \$250,000 in FY 97. These funds will provide for the contribution of five prototype police vehicles equipped with ALERT technology to support one of the five test beds.

SHOWCASING:

Project ALERT has gained a great deal of exposure from various demonstrations at both conferences and briefings. NIJ has coordinated a number of showcasing opportunities. To date, NIJ has funded one ALERT prototype demonstration at its National Law Enforcement and Corrections Technology Conference in Orlando, Florida in April, 1997. Additionally, NIJ has briefed its Executive Law Enforcement and Corrections Technology Advisory Council (chaired by Colonel Carl Baker), and provided demonstrations to the Baltimore Police Department. This week, Jeremy Travis, Director of the National Institute of Justice, and David Boyd, Director of NIJ's Office of Science and Technology participated in a briefing on the project for the Secretary of Transportation.

TECHNICAL ASSISTANCE:

The ALERT Technical Working Group, an integral part of the ALERT program, is comprised of several technical experts from the field. The NIJ's National Law Enforcement and Corrections Technology Center, Rocky Mountain Region (NLECTC) is a member of the ALERT Technical Working Group and provides technical support in the area of Communications Interoperability.

STANDARDS:

NIJ through its Office of Law Enforcement Standards (OLES) which is a sub component of the National Institute of Standards and Technology (NIST) is working to ensure the compatibility of components with commercially available systems.

STRATEGIC PLANNING:

The ALERT Steering Committee primarily focuses on the strategic planning for ALERT. David Boyd, Director, Office of Science and Technology and the NIJ Program Manager are active members of this Committee. In addition, NIJ's Office of Law Enforcement Technology Commercialization (OLETC), has played a key role in the ALERT Steering Committee, which currently involves thirty five or more separate private enterprises (including Motorola, Kodak, and others), all interested in developing ALERT compatible technologies.

Los Angeles Times

DATE: 7-29-97
PAGE: A-4

Comment ON THE NATION

Low-Tech Policing Aided Cunanan

*Maybe the cops' chagrin
will convert opposition to
simple computer technology.*

By Joseph D. McNamara

If the Miami Beach Police Department had computer technology as sophisticated as that used in one of the town's trendy restaurants, fashion designer Gianni Versace would probably still be alive.

Andrew Cunanan, believed to have killed Versace, should have been captured the week before when a pawnbroker routinely passed along information Cunanan gave—his name, hotel address and a fingerprint—to local police. Cunanan was on the FBI's most wanted list for four other murders.

After evading embarrassing media questions for a week, the Miami Beach police lamely explained that pawnbroker information forms required by law sit in a box until a police clerk enters them into the computer system.

In fairness to the Miami Beach cops, the same fatal lapse would have occurred in almost every police department in the country.

The FBI shares some of the blame. The bureau long ago should have helped local police to better automate systems designed to identify people on the wanted list. After all, it is the FBI's list, highly glamorized by J. Edgar Hoover and his successors as one of the bureau's crime-fighting hallmarks.

In an age when credit card purchases are checked in an instant by national computer systems and where waiters routinely transmit dinner orders by computer to the chef in the kitchen, law enforcement still lags in technology. There are several reasons for this. Computerization and technological advances came late to policing and are still primitive in comparison to private industries which recognize that failure to be as advanced as a competitor can put them out of business.

The absence of bottom-line pressures, civil service tenure and serving under elected officials who respond to political concerns, have impeded technological research by the police. Police leaders, like their elected superiors, almost always lack business experience. This, combined with widespread public fear of automation, the public's mistrust of authority and a general hesitation to allow law enforcement agencies to build "secret" data systems combine to chill technological advancement in law enforcement.

The police culture itself works to impede progress. The mystique of detectives solving cases by interviewing suspects and having brilliant flashes of intuition a la "NYPD Blue" makes police agencies slow to seek budget allotments for technology, preferring instead to seek money to add more officers. It is sexier for politicians to announce the hiring of additional cops than to champion police computerized information systems.

Police leaders are generally content to have 911 systems that allow for speedy dispatch of police vehicles. Yet it is relatively inexpensive to equip patrol officers, pawnbrokers and gun dealers with scanners that can check information against a database, similar to the technology used by supermarket cashiers. There is no reason to rely on written forms. The data should go online and instantly identify a wanted person just as easily as a merchant is informed of an overdrawn credit card.

Instead of insisting that American communication companies build in keys that would permit future eavesdropping (wire taps have tripled during the Clinton administration and 90% involve nonviolent crimes) the FBI should be suggesting data banks that would enable local cops to immediately identify the child molesters, rapists, armed robbers and killers who pose a real danger to the public.

Sadly, the current political and law enforcement leadership is more driven by "get tough" rhetoric than it is by research and technology.

Joseph D. McNamara, a retired police chief of San Jose, Calif., is a research fellow at the Hoover Institution, Stanford University. His latest book is "Code 211 Blue" (1997, Fawcett).

DPC COLLEAGUES:
TIME FOR A
STATE-LOCAL-FED.
LAW ENFORCE-
MENT COMMISSION
ON TECHNOLOGY.

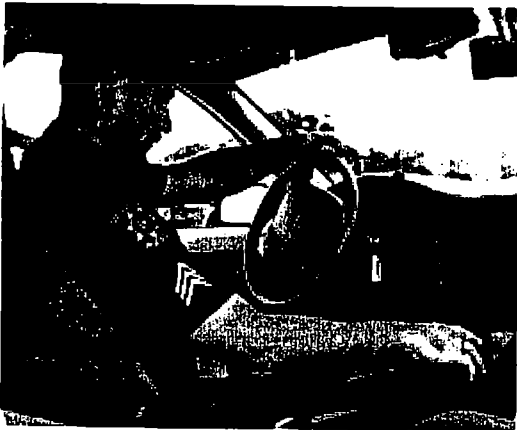
Jose -
I think this is a great
idea. We can do the meat-
and-potato stuff 49 like
this and some flashier
stuff (e.g. smart guns). It would
be both interesting and useful.
Elena
Bruce

ALERT™

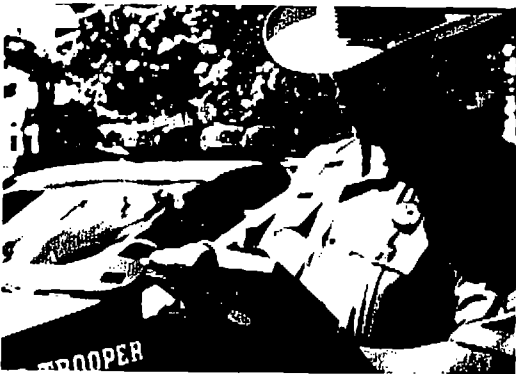
Ton -

This was passed out at last week's crime meeting. How are we doing on the law enforcement/technology conference? Eileen

Advanced Law Enforcement & Response Technology



A single touch screen computer controls all of a vehicle's emergency response functions, including lights and sirens, video cameras, GPS, radio and radar.



The ALERT™ handheld computer enables officers to enter data electronically at the scene. All necessary citation and accident forms are stored electronically within the handheld unit.

For more information about this project, please contact:

Joan Tatge or Jenny Beasley

Texas Transportation Institute

phone: (409) 845-3635

or see our Web site at:

<http://alert.tamu.edu>

Safety, data acquisition, and incident management are among the top concerns of law enforcement and other first responders. But current systems fail to effectively meet these needs. Paperwork consumes an inordinate amount of an officer's time. The drawn-out process of reporting, filing and organizing criminal and traffic records often results in unreliable, outdated information. And no single system simplifies coordination and information sharing among EMS, fire and police at the scene of major incidents.

ALERT™ is changing all that. With support from the U.S. Department of Transportation and the National Institute of Justice and the International Association of Chiefs of Police, the Texas Transportation Institute is developing the Advanced Law Enforcement & Response Technology (**ALERT™**). The system enhances officer safety and efficiency, streamlines data collection and sharing, and improves communication between law enforcement and the entire first response community.

Public Safety Technology for the 21st Century

ALERT™ is an integrated system designed to enhance officer safety and streamline data management by simplifying data collection, vehicle control and communications.

Enhancing Officer Safety

A single touch screen interface is designed to provide constant one-touch access to vital vehicle controls. With the touch of a button, **ALERT™** enables the officer to initiate the vehicle's pursuit mode, setting into motion a preprogrammed sequence of events. Lights, siren and video camera turn on, the VCR starts recording and the Global Positioning System (GPS) begins recording vehicle coordinates. The officer is instantly free to focus on the task at hand.

Lights and sirens, video cameras, GPS, radio and radar are among the many emergency systems that can be controlled by the touch screen. The result is a clean cockpit free of the numerous control devices that become hazardous in the event vehicle air bags deploy.

Streamlining Data Collection and Sharing

A pen-based, handheld computer allows officers to enter data electronically at the scene. All necessary citation and accident forms are stored electronically within the handheld unit. So rather than using a series of paper forms, the officer enters information directly into the computer, reducing the number of errors resulting from illegible handwriting and repetitious data entry. In addition, a software-editing feature helps pinpoint errors as data is entered. Depending on the complexity of the incident, officers can expect to cut their data collection time by 20 to 50 percent. Meanwhile, data delivered to state and local databases and judges is more readable and accurate.

The **ALERT™** system currently uses CDPD or data-over-radio digital communications and wireless LAN to share information, including digitized images. Data can be transmitted between the handheld unit and the vehicle, the vehicle and other **ALERT™** vehicles in the field, and between the vehicle and dispatch. Ultimately, the **ALERT™** system could be installed in all types of first response vehicles, enabling all first responders to share information among vehicles and data collection devices.

Finally, a tool to streamline data collection and provide first responders with a safer, more productive work environment. **ALERT™**: the essential tool for the public safety community.

ALERT™: PUBLIC SAFETY TECHNOLOGY FOR THE 21ST CENTURY
IMPROVING DATA VALUE • ENHANCING OFFICER SAFETY
STRENGTHENING INCIDENT MANAGEMENT

ADVANCED LAW ENFORCEMENT RESPONSE TECHNOLOGY (ALERT)

The Advanced law Enforcement Response Technology (ALERT) program, is developing a computer-based system for controlling the vehicle functions, communications, and digital information management for numerous public safety vehicle operations.

The ALERT system features a compact computer with a touch screen control that eliminates numerous controls, switches, and other hardware from the cockpit of a public safety and public services vehicle. As an example, ALERT, installed in a police car application will control the vehicle light, siren, radar, and radio while signaling vehicle position and providing a means to receive fingerprint identification information and mug shots over a radio frequency link. The ALERT system is being designed to be transferrable among vehicles and have a standard interface. This will make it easily compatible with a host of peripheral systems, including radios; radar; GPS and GIS displays; bar code, mag stripe and fingerprint scanners; digital cameras; infra-red systems and numerous other digital devices. ALERT in an incident management role, will permit cross-jurisdictional command, control and communications among fire, rescue, hazmat, police and other public safety and public service functions.

The ALERT vehicle initial phase is complete and the system is being tested and evaluated. The two prototype police vehicles are currently being displayed and demonstrated throughout the United States at public safety conferences and seminars. A strategic plan is being developed to implement test beds where five ALERT vehicles will be placed in specific geographical locations for further testing and evaluation with system development continuing during the test bed stage. A commercialization plan is being developed to assist in getting the system into the marketplace.

The role of NIJ and ALERT

The mission of the National Institute of Justices' Office of Science and Technology, is to provide state and local law enforcement and corrections agencies access to the best technologies available to help them develop capabilities essential to the improvement of efficiency and effectiveness in every aspect of the criminal justice system. In carrying out its mission, NIJ has partnered with the Department of Transportation to provide funding, technical assistance and commercialization support for the implementation of the ALERT program.

FUNDING:

There are currently two ALERT prototype platforms in existence which are used primarily for proof of concept and showcasing. On the horizon is a series of five test beds with ALERT technology, to undergo real time functional testing in a variety of scenarios dealing with; technical support, normal component maintenance, user acceptance, various configuration testing, training,

infrastructure support and cost effectiveness. NIJ through an Interagency Agreement between NIJ and the Department of Transportation (DOT), will be funding \$250,000 in FY 97. These funds will provide for the contribution of five prototype police vehicles equipped with ALERT technology to support one of the five test beds.

SHOWCASING:

Project ALERT has gained a great deal of exposure from various demonstrations at both conferences and briefings. NIJ has coordinated a number of showcasing opportunities. To date, NIJ has funded one ALERT prototype demonstration at its National Law Enforcement and Corrections Technology Conference in Orlando, Florida in April, 1997. Additionally, NIJ has briefed its Executive Law Enforcement and Corrections Technology Advisory Council (chaired by Colonel Carl Baker), and provided demonstrations to the Baltimore Police Department. This week, Jeremy Travis, Director of the National Institute of Justice, and David Boyd, Director of NIJ's Office of Science and Technology participated in a briefing on the project for the Secretary of Transportation.

TECHNICAL ASSISTANCE:

The ALERT Technical Working Group, an integral part of the ALERT program, is comprised of several technical experts from the field. The NIJ's National Law Enforcement and Corrections Technology Center, Rocky Mountain Region (NLECTC) is a member of the ALERT Technical Working Group and provides technical support in the area of Communications Interoperability.

STANDARDS:

NIJ through its Office of Law Enforcement Standards (OLES) which is a sub component of the National Institute of Standards and Technology (NIST) is working to ensure the compatibility of components with commercially available systems.

STRATEGIC PLANNING:

The ALERT Steering Committee primarily focuses on the strategic planning for ALERT. David Boyd, Director, Office of Science and Technology and the NIJ Program Manager are active members of this Committee. In addition, NIJ's Office of Law Enforcement Technology Commercialization (OLETC), has played a key role in the ALERT Steering Committee, which currently involves thirty five or more separate private enterprises (including Motorola, Kodak, and others), all interested in developing ALERT compatible technologies.

Date: Tuesday, August 5, 1997 5:59 pm
From: SMO02(KRAMER)
Subject: ALERT CAR

Hi guys,
Here's the one pager on the ALERT car that I've been promising. NIJ is doing this w/ DoTransportation. Their Secretary and others were briefed yesterday.

The prototype is in Alexandria and could make for great visuals, TV, etc. Great for boring August to show how parts of the Administration cooperate, do cool stuff, etc. NIJ could rev this up any ol' time the WH guys are interested. Jeremy was suggesting to me the VP might be interested as a "reinvention," cooperation/synergy type thing.

I'm off tomorrow. I'm sure I can count on you to pitch this tomorrow at your WH meeting and report positive stuff back to me on Thursday.

Thanks, Harri j.

ALERT CAR

Advanced Law Enforcement Response Technology

NIJ is working with the Federal Highway Administration (FHWA) to help fund, test, evaluate and commercialize the ALERT system. FHWA will be briefing the Secretary of Transportation on August 4, and we understand there have been expressions of interest from very high levels in the Administration.

ALERT is an outgrowth of the Intelligent Transportation system and seeks to create a standard, open architecture technology that will greatly increase the law enforcement officer's ability to manage his car and to receive and transmit accurate criminal justice and traffic safety information while in the field. The system replaces all the current control systems in the car (e.g., lights, cameras, radar, radio, siren, etc.), with a touch screen system so that the officer is able to control everything with the touch of a finger. It incorporates and provides an architecture which will allow the incorporation of other useful technologies, such as Global Positioning Systems (GPS) for navigation and automatic location reporting, and Graphic Information Systems (GIS) to allow data maps to be displayed in various ways for the officer. It allows the direct electronic preparation and transmission to headquarters of arrest, investigation, and administrative reports and permits photographs from a crime scene or of a lost child to be transmitted instantly to every officer in an ALERT car. Most importantly, it allows industry to quickly develop and integrate new solutions in the car, thus enhancing competition and potentially releasing law enforcement agencies from dependence on a single manufacturer.

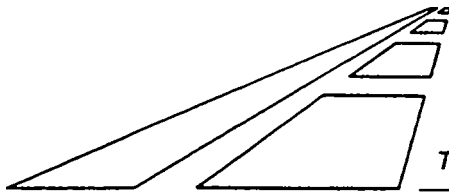
ALERT was originally developed with traffic safety applications in mind, but the technology is applicable to other areas of law enforcement, including criminal investigations, community safety, and investigations into abducted children. The same technology can be readily employed by fire departments, rescue, medical and ambulance services, and even public utility services at every level of government.

FHWA originally began developing the ALERT system in cooperation with the National Highway Traffic Safety Administration, the Texas Department of Transportation and the Texas Transportation Institute. Several major technology firms are providing expertise and equipment, and officers from the College Station, Texas, Police Department and the Texas Department of

Public Safety are currently testing and showcasing two ALERT-equipped vehicles.

NIJ and FHWA are in the process of establishing a co-funded interagency agreement to further develop and field test the ALERT system, and to quickly establish a test bed. Additionally, NIJ's Office of Law Enforcement Technology Commercialization (OLETC) is providing assistance to FHWA in moving the ALERT concept into industry.

Technical Point of Contact within OJP/NIJ: David Boyd
OJP/OCPA POC: Harri Kramer/Chris Rizzuto/Jamie Phillips



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For more information: Bernie Fette, 845-2623 or Sandra Parsons, 845-7546

TTI research effort earns spot in Smithsonian

A Texas Transportation Institute research effort has become part of the Smithsonian Institution's Permanent Research Collection of Information Technology.

ALERT — Advanced Law Enforcement and Response Technology — has been under development at TTI since 1995, and is funded by the U.S. Department of Transportation. The project is aimed at integrating the various functions of a police car to improve the accuracy of traffic data, to clear accident scenes faster and to enhance officer safety. Two ALERT cars are being tested locally — one by the College Station Police Department and another by the Texas Department of Public Safety.

ALERT is one of 321 technology applications from 39 states and 21 countries that were added to the collection in the National Museum of American History. The additions are part of the Computerworld Smithsonian Awards Program, which was established in 1989. The program is designed to recognize individuals and organizations who have demonstrated vision and leadership to use information technology in innovative ways. TTI Director Herb Richardson accepted the Institute's award at a formal ceremony in Washington, D.C. on June 10.

"The Texas Transportation Institute and the U.S. Department of Transportation are using information technology to create strides toward remarkable social improvement," said David Allison, the chairman of the museum's division of information technology. "We are delighted to have this excellent example of how information technology is being used to improve our world included in the national collection."

ALERT operates on a computer located in the police car's trunk. The system allows the officer to access records and communicate with department dispatchers via a touch screen display or a wireless hand-held remote computer unit. Lights, siren, video camera and global positioning equipment are operated through the computer, which also stores accident and citation forms to allow electronic data entry and eliminate paper forms.

ALERT and the other additions to the collection can be found on the Internet (<http://innovate.si.edu>) or on ALERT's own web site (<http://alert.tamu.edu>).

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ALERT PHOTO TRANSMISSION FEATURES

On June 4, 1997 digital images of children were sent from the ALERT vehicle located in Alexandria, VA to the following locations; Fort Lauderdale, FL, College Station, TX, an Alexandria Police Department cruiser on the street in Alexandria, VA and the National Center for Missing and Exploited Children (NCMEC). In the words of Mr. Ernie Allen, President of the Center For Missing and Exploited Children, "This was a ground breaking demonstration of the value of technology. Every minute saved in obtaining the photograph of a missing child at the Center moves us that much closer to the successful recovery of that child".

In order to accomplish the sending of the digital image the following had to be accomplished;

1. A digital camera was used to scan and convert the photograph of the child to digital form for transmission.
2. The digital image was transmitted from the digital camera to the ALERT vehicle where the image stored in the onboard computer..
3. The image was then transmitted from the ALERT vehicle to a nearby computer server where it was compressed for transmission over a Bell Atlantic NYNEX Cellular Digital Packet Data (CDPD) frequency and then passed to an AT&T CDPD frequency serving Fort Lauderdale, FL.
4. Upon arrival at Fort Lauderdale, FL the image was "de-compressed" and displayed on a monitor.
5. Almost simultaneously a compressed digital copy of the image was forwarded to the server at the Texas Transportation Institute (TTI) in College Station, TX over AT&T CDPD and telephone landline.
6. Upon arrival at TTI the image was once again "de-compressed" and displayed on a monitor for viewing.
7. Once again almost simultaneously same image in compressed form was then sent via AT&T and Bell Atlantic NYNEX CDPD from TTI to the Alexandria, VA Police Department server.
8. Arriving at the server it was once again "de-compressed" and forward to a pen-based computer in the hands of an Alexandria Police Officer standing in a parking lot in downtown Alexandria.
9. Almost simultaneous to sending the image to the Alexandria Police Officer the compressed image was then forwarded from the Alexandria Police Department sever via Bell Atlantic NYNEX CDPD and landline telephone to the server at the NCMEC where it was then displayed on their monitor.
10. Upon receipt at the NCMEC they in turn scanned an actual missing flyer for a child, (reducing it to digital form) and forwarded it via the return routes outlined above to the Alexandria Police Officer and the ALERT vehicles in Alexandria, College Station, TX and Fort Lauderdale, FL.

The ability to perform these actions indicates the early value of the investment in (1) ALERT and the potential it holds for society and, (2) ALERT working closely with the Alexandria Police Department. Instead of children these images could have been missing adults, wanted criminals, or photos of lookouts for automobiles or objects.



June 1997

From:

Texas Transportation Institute

Re:

Information on ALERT

Enclosed is information on the ALERT Advanced Law Enforcement & Response Technology Project. If you need additional information please contact either of the people listed below:

Tom Robey, IACP, 703/836-6767

E-mail: RobeyTM.IACP@ksinet.com

You will also find a list of upcoming showcasing events; an ALERT vehicle will be demonstrated at each of these conferences. References to "IACP" are for events sponsored by the International Association of Chiefs of Police.

June 1-4	IACP Law Enforcement Information Management Conference, Alexandria, VA
June 2-4	ITS America, Washington, DC
June 22-25	National Sheriff's Association, Atlanta, GA
Aug. 3-5	National Fraternal Order of Police, Orlando, FL
Aug. 3-6	National Association of Fleet Administrators, New Orleans, LA
Aug. 10-14	Association of Public-safety Communications Officers, Charlotte, NC
Sept. 2-5	American Association of Motor Vehicle Administrators, Little Rock, AR
Sept. 13-17	International Public Works Congress & Expo, Minneapolis, MN
Oct. 1-3	National Institute of Justice Commercialization Conference, Wheeling, WV
Oct. 25-30	IACP Annual International Conference, Orlando, FL
Jan. 11-15, 1998	Transportation Research Board, Washington, DC

► Texas Transportation Institute
Texas A&M University System
College Station, Texas 77843-3135

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Comment ON THE NATION

Low-Tech Policing Aided Cunanan

*Maybe the cops' chagrin
will convert opposition to
simple computer technology.*

By Joseph D. McNamara

If the Miami Beach Police Department had computer technology as sophisticated as that used in one of the town's trendy restaurants, fashion designer Gianni Versace would probably still be alive.

Andrew Cunanan, believed to have killed Versace, should have been captured the week before when a pawnbroker routinely passed along information Cunanan gave—his name, hotel address and a fingerprint—to local police. Cunanan was on the FBI's most wanted list for four other murders.

After evading embarrassing media questions for a week, the Miami Beach police lamely explained that pawnbroker information forms required by law sit in a box until a police clerk enters them into the computer system.

In fairness to the Miami Beach cops, the same fatal lapse would have occurred in almost every police department in the country.

The FBI shares some of the blame. The bureau long ago should have helped local police to better automate systems designed to identify people on the wanted list. After all, it is the FBI's list, highly glamorized by J. Edgar Hoover and his successors as one of the bureau's crime-fighting hallmarks.

In an age when credit card purchases are checked in an instant by national computer systems and where waiters routinely transmit dinner orders by computer to the chef in the kitchen, law enforcement still lags in technology. There are several reasons for this. Computerization and technological advances came late to policing and are still primitive in comparison to private industries which recognize that failure to be as advanced as a competitor can put them out of business.

The absence of bottom-line pressures, civil service tenure and serving under elected officials who respond to political concerns, have impeded technological research by the police. Police leaders, like their elected superiors, almost always lack business experience. This, combined with widespread public fear of automation, the public's mistrust of authority and a general hesitation to allow law enforcement agencies to build "secret" data systems combine to chill technological advancement in law enforcement.

The police culture itself works to impede progress. The mystique of detectives solving cases by interviewing suspects and having brilliant flashes of intuition a la "NYPD Blue" makes police agencies slow to seek budget allotments for technology, preferring instead to seek money to add more officers. It is sexier for politicians to announce the hiring of additional cops than to champion police computerized information systems.

Police leaders are generally content to have 911 systems that allow for speedy dispatch of police vehicles. Yet it is relatively inexpensive to equip patrol officers, pawnbrokers and gun dealers with scanners that can check information against a database, similar to the technology used by supermarket cashiers. There is no reason to rely on written forms. The data should go online and instantly identify a wanted person just as easily as a merchant is informed of an overdrawn credit card.

Instead of insisting that American communication companies build in keys that would permit future eavesdropping (wire taps have tripled during the Clinton administration and 90% involve nonviolent crimes) the FBI should be suggesting data banks that would enable local cops to immediately identify the child molesters, rapists, armed robbers and killers who pose a real danger to the public.

Sadly, the current political and law enforcement leadership is more driven by "get tough" rhetoric than it is by research and technology.

Joseph D. McNamara, a retired police chief of San Jose, Calif., is a research fellow at the Hoover Institution, Stanford University. His latest book is "Code 211 Blue" (1997, Fawcett).

DPC COLLEAGUES:
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MENT COMMISSION
ON TECHNOLOGY.

Joe -

I think this is a great
idea. We can do the meat-
and-potato stuff 49 like

this and some flashier
stuff (e.g. smart guns). It would
be both interesting and useful.
Etera
Bruce

Joe

Spotlight on . . .

COMPUTERIZED CRIME Mapping

By Lois Pilant, Spring, Texas

Computerized crime mapping is policing's latest hot topic. It is a statistician's dream, nirvana for those who love to crunch numbers and correlate all sorts of seemingly unrelated facts and figures. For officers on the street, it puts an entirely different spin on crime because it creates an actual picture of problem areas. It gives administrators a way to involve the community in addressing its own problems, while more efficiently allocating police resources.

Like many other types of technology, computerized mapping started in the military; from there, it made its way into the hands of private industry. An Idaho timber company, for example, began using mapping in 1986 to track its land holdings. Mapping allowed the company to consolidate information that had been stored in hundreds of individual files in offices scattered around the country. It let managers quickly check land ownership records or find out about access roads, the type of terrain, soil quality, or the type and age of trees on a given site. It gave the company's specialists the ability to take measurements of young trees and "grow" them on computers, essentially projecting the development of a stand 60 to 80 years into the future.

By 1989, computerized mapping was among the faster-growing branches of computing. One company reported worldwide sales of mapping software and technology of more than \$280 million in 1988, and estimated sales would be more than \$500 million by 1992. At the time, mapping was being used by companies of all types—from Ducks Unlimited, which used it to pinpoint encroachment on protected marshlands, to electric companies, which used it to help business customers find the optimal business site, to

delivery companies, which used mapping to direct trucks along the quickest routes.

Like other types of advanced technologies, the availability of computerized mapping to law enforcement has been based primarily on its affordability. The good news is that its sudden affordability doesn't mean it's obsolete. In fact, mapping seems to have gotten better with age.

How It Works

Simply put, computerized crime mapping combines geographic information from global positioning satellites with crime statistics gathered by the department's CAD system and demographic data gathered by private companies or the U.S. Census Bureau. In policing, it harkens back to sticking colored pushpins in maps on a wall. In private industry, it is the high-tech equivalent of putting different types of overlays on a map.

Instead of columns of figures or dry statistical reports, the result is a picture—a visual illustration that combines disparate sets of data for a whole new perspective on crime. For example, a multidimensional map of crimes in the past 30 days can be overlaid with maps or layers of causative data: unemployment rates in the areas of high crime, locations of abandoned houses, reports of drug activity or geographic features (such as alleys, bayous, canals or open fields) that might be contributing factors.

As one expert explains, "Eighty percent of the input pathways in the nervous system are devoted to bringing visual information to the brain. The more information you can absorb visually, the quicker you can come to a decision. Everyone can read a map. It doesn't look abstract, and

it's much more appealing than looking at tables of figures."

Geographic and demographic data are widely available commercially, at widely varying prices. Computerized street maps, city block, census tract, ZIP code and other boundary maps come from the Census Bureau. There are also data vendors that offer the same information, as well as housing, employment, income or other data, and crime risk databases that merge a variety of crime, demographic and social data to compute the overall risk measure for any location in the country.

The information supplied by the police department is a natural evolution of its day-to-day activities. The CAD system supplies "geocoded" data; geocoding is a standard CAD feature that both verifies addresses and associates other geographic information with the addresses, including police reporting areas, beats, districts and—in more sophisticated systems—latitude and longitude. Information supplied by the records management system includes calls for service, incident reports, arrest reports, records of prior calls and other types of mappable data.

The hardware and software cost is not exorbitant—several thousand dollars to start with a basic system including a PC, monitor, printer and mapping software. In fact, departments typically spend more money buying data. Geographic information, like street maps, block maps and census tract maps, as well as demographic data, may be available from state agencies for less than one might pay a commercial vendor or the Census Bureau. There are, however, other alternatives.

Jenny Gardner, a management operations analyst in the Strategic Analysis and Mapping Unit of the Illinois State Police, makes use of the Internet for some of the data her department needs. "The Census Bureau has a home page, and we get a lot of our information from that," she says. "But we've also reached out to other agencies. When we needed township boundaries, we found an agency that was willing to just give [them] to us. We also get a lot of roadway information from the Illinois Department of Transportation. In turn, they use our maps and our information. Sharing data like that has been great for us."

Mark Stallo, president of the International Association of Crime Analysts and a sergeant with the Dallas, Texas, Police Department's Computer/Crime Analysis Unit, believes in doing your homework. "It could cost several thousand dollars to make sure I have all the street maps in all the counties that make up the city of Dallas," he says. "Then if there are 12 people who are going to use the software, I have to pay for 12 licenses. But if I go to the city planning department, they may have a map in the format I can use. If they're

going to supply me with a map, they'll probably update it, too. And if the city doesn't have it, check the local university or your appraisal district.

"Do some exploration. Find out what's free. Go to the local housing authority, non-profit housing agencies or housing assistance programs. Go to the library and find the government section. A lot of what you need is available electronically, on CD. Get on the Internet, tap into the Bureau of Justice Statistics or the Police Executive Research Forum. Get with City University in New York, or the University of Texas at Dallas' Bruton Center. They have all kinds of resources on their home page. You have to look past your own borders, take your search past what you've been told to do. Be as resourceful in this as you would in an investigation."

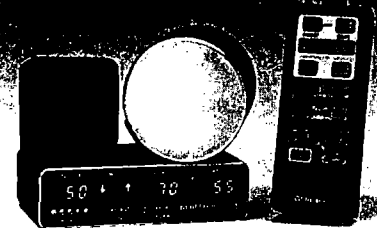
Turning data into something that fits into your agency's format may add extra dollars to the start-up fees. If the information is available only in non-electronic form, it will have to be input into the agency's system. If your department does not already have a way to turn CAD information into something that can be manipulated by a records management system, and moved from there to a mapping system, the cost could go even higher.

Data accuracy and maintenance are additional concerns. To be usable, data initially must be accurate and applicable to the police organization. A business that lists only a billing or an administrative address will be useless to a mapping effort. Addresses that are misspelled or in a different form than on an underlying street map are also a problem. The process of verifying the data can be lengthy and tedious; fortunately, it need only be done once.

Of course, data must also be regularly updated and maintained. Crime statistics that are six months old are worthless to the street cop who needs the information for today's patrol. Demolished buildings, streets closed to through traffic, new streets, housing projects or subdivisions—all must be quickly and accurately input into the system. The department will also need to keep its own information updated and available for crime analysis. It might be that the CAD system and the mapping system are so tightly integrated that the information required for mapping can be brought up with the push of only a few buttons. But there is a more low-tech—and less expensive—solution: In one California department, the first three hours of the lead crime analyst's day are spent manually scanning a printout of all the calls for service in the previous 24 hours. He then enters facts about selected calls into a database and uses the system's mapping capability to produce crime alert maps for patrol officers.

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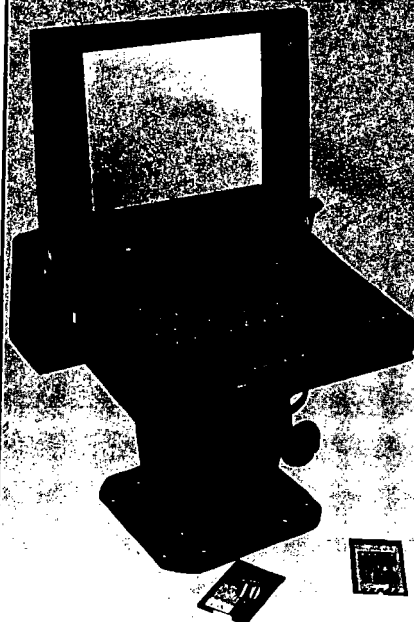
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☐ I am currently an IACP member and would like to become a member of the following section(s). _____

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Facilitates the exchange of information among those individuals responsible for computers, records, communications or other support-service-related functions.

Legal Officers Section

Assists in the establishment of professional standards, assistance and cooperation among attorneys who provide legal advice or representation to law enforcement administrators.

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Promotes meaningful relationship between police executives and cooperative efforts in the implementation of effective police matters and the achievement of an accepted professional status of the police service. Included in this section are gaming enforcement, public transportation, housing authority, airport police, seaport police, and natural resources.

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University/College Police Section

Provides coordinated assistance in implementing effective university policing practices and achieving an accepted professional status.

How It Helps

Most mapping experts believe there are two ways to implement a crime analysis/mapping function. One is to build a unit with hardware, software and officers whose expertise or training is in crime analysis. Another is to implement the mapping function and make it accessible to all of the agency's officers. This latter option has been undertaken by very few agencies, with one of the few exceptions being Chicago.

In 1995, as part of its community policing effort, the Chicago Police Department (CPD) implemented ICAM—the Information Collection for Automated Mapping program. Accessible to all the department's officers, this user-friendly system lets patrol officers create their own maps based on whatever criteria they feel is important to their beat, with as little as two mouse clicks.

The system replaced the department's old way of doing business, which was to have beat officers read hand-written offense reports to determine the level of crime in their area. The department's computerized incident data was stored in its mainframe, and was accessible only to trained computer operators.

The Illinois Motor Vehicle Theft Prevention Council gave the department \$1 million to buy the necessary mapping and analysis equipment. The council, which was created by the insurance industry, believed that by mapping auto thefts and correlating them with recovery locations, it could implement prevention programs, reduce the number of auto thefts and, ultimately, save insurance companies millions of dollars.

The result was ICAM, currently in use in each of the CPD's 25 districts. Housed in what looks like an automated teller machine, it performs two main tasks: It can produce maps of reported offenses of a particular type in a specific area, or it can produce a chart of the 10 most frequently reported offenses in the same area. By default, ICAM maps offenses in the previous 10 days, but with a few more mouse clicks, it can be queried to map offenses for any date and time range.

Chicago's mapping system is one of the first in the country to be accessible to street officers. Many other departments have sophisticated systems, but they are housed in specialized units and run exclusively by crime analysts. Dallas' Sergeant Stallo believes systems like Chicago's are the future of crime mapping. The DPD has a similar, albeit text-only, system that gives officers a list of reported offenses based on certain criteria. The officer can then take that information and export it into MapInfo, the department's mapping software program, to create a map.

"Chicago has a wonderful system, and

Inverted Investigations

Kim Rossmo has everything backward. As a detective inspector for the Vancouver Police Department, he doesn't start an investigation with a list of possible suspects, nor does he try to pinpoint where the bad guy will strike next. Instead, Rossmo takes a list of crime scenes and works backward using geographic profiling to figure out where the suspect lives or works.

Rossmo created geographic profiling while working on his doctorate at Simon Fraser University in Vancouver. Because he worked his crime-ridden beat on foot, he began to notice certain patterns to people's movements—everything from a prostitute's preferred corner to the direction a suspect typically took during a foot chase.

"I had been exposed to the geography of crime, and I'd read the FBI's work on identifying a series of crimes, and how you can link some types of crimes. I wondered if it was possible to turn that model around and, rather than look at where crimes would happen based on an anchor point, to look at it in an opposite way," he says.

Geographic profiling takes advantage of computer mapping, special algorithms and theories of movement to predict where a serial criminal works or lives. Rossmo initially tried the program on a case that had already been cleared; further refinements created the program he uses today. Instead of starting with lists of suspects, Rossmo starts with a map of a series of linked crimes. The computer draws a box around the area, divides it into a grid and calculates the distance between each site and the first crime scene.

The program takes into account such things as movement patterns, comfort zones, hunting patterns and a criminal's desire for anonymity. For example, research has documented certain patterns in escape routes and movements of offenders. A fleeing criminal will run to the left if he is right handed, move to the right if he encounters an obstacle and discard evidentiary items to the right. People who are lost tend to bear right; men favor trekking downhill when lost, while women and children go uphill. Rossmo's program also considers how far a criminal will travel from home, work or any other type of "anchor point" (a pool hall, bar, friend's home) to the crime scene to ensure anonymity. It balances that with the human being's typical reluctance to leave his comfort zone, and the fact that most serial criminals commit crimes in familiar areas. Even when they try to scatter the scenes to confuse authorities, there is evidence that their awareness of criminal opportunity and the number of interactions

with people diminish in proportion to their distance from home. When awareness and interaction are reduced, there also is a lesser tendency to commit a crime.

The result of all this high-tech calculating is that Rossmo can accurately predict the criminal's anchor point. In the case of John Oughton, a serial rapist who committed 150 sexual assaults before he was finally caught, Rossmo put 79 crime sites on a map. After more than 700,000 calculations, a three-dimensional map showed the spot in which Oughton most likely lived. A red dot pinpointed the location with the highest probability—a spot that turned out to be the site of Oughton's basement lair. In another case, a man abducted two girls, murdered one and tried to kill the other. He then taunted the police with telephone calls. Police traced the calls to 10 locations and, using Rossmo's geographic profiling program, predicted the suspect's home to within six-tenths of a mile.

"On average, we can pinpoint where the offender lives in the top 5 percent of an area. If you have 10 square miles, that 5 percent equals a half-mile area. That's the average. Our worst is putting the anchor point in the top 15 percent. Our best is the top 1 percent," he says.

The Vancouver Police Department now has a full-time Geographic Profiling Section, and encourages Rossmo to help any departments that ask. The service is free, but the requesting department must pay expenses for Rossmo to travel to the crime scenes. In most cases, he visits the sites, talks to investigators, gathers information and returns to Vancouver to do his analysis. He has worked cases in Canada, the United States and Europe, covering everything from rape and arson to bombings and robberies.

The department recently implemented a two-phase training program: a two-week block of training for those who want to be geographic analysts, and a year-long study program, complete with an internship with the Vancouver Police Department, for those who want to become profilers. "The idea is to establish geographic profiling as an investigative methodology that can be used when it's appropriate," Rossmo says. "I want to stress that this and every other type of profile are not designed to solve crimes. Investigators will solve the crimes. We just want to give them one more tool."

For more information, call Rossmo at the Vancouver Police Department, 604-665-2285, or send an e-mail to rossmo@sfu.ca. For information about the software program, contact Environmental Criminology Research, Inc., at 604-718-2060.

I believe that's where mapping is headed," Stallo says. "The problem comes back to whether or not people are going to use it. You can map all the information you want, and you hope that will inspire people to just walk up and use it. But you have to show them what's there and how it can help them. If they don't see the benefit, they probably won't use it."

Jim Keeran, a crime analyst with the Casper, Wyoming, Police Department, agreed, calling computer crime mapping a "hard sell" to police officers. This 80-officer department made its foray into mapping in 1993 as a way to pinpoint problems, more efficiently allocate patrol officers and help them to better manage their time. Casper's system, which runs MapInfo on a Unix system, combines both mapping philosophies. It has a crime analysis unit at its headquarters, with a shopping center-based substation that houses an officer who can print offense maps for citizens and community groups.

Keeran, who spent 12 years as a crime scene investigator, knows the value of visualization. Yet even with mapping's ability to integrate and correlate vast amounts of data and create a picture of crime statistics, the officers' resistance to this new technology has been the toughest obstacle to overcome. Keeran routinely talks to

classes of recruits, and spends at least three hours with each during their field training. He also tries to work with long-time patrol officers and investigators as often as possible. "If they get one guy arrested on a burglary, they'll come in here and tell me they want to clear as many as possible. I put together the crimes that might fit, and then they take those to the suspect. That's really worked for us."

Every morning, Keeran wades through reports of the previous 24 hours' activity—traffic tickets, accident reports, arrest reports, field contacts, calls for service. Some of it is electronic, but most of the information is in paper form. He then takes that information and feeds it into the database. As a result, Keeran has mapped the location of the city's day-care centers and the homes of registered sex offenders, and can overlay that with a map of potentially related incidents; he has mapped gang graffiti and calls of shots fired to determine where each gang's physical boundaries lie; using mathematical formulas and mapping capabilities, he can predict with some accuracy where a suspect may strike again; he gives maps to administrators, who can then show citizens' groups what the department is doing about specific crimes; he monitors a repeat offender pro-

gram by watching for contacts with those listed in the database.

One of the many benefits of computerized crime mapping is that it gives the officer the chance to be chief of his own beat and really use his problem-solving skills. Other departments, however, have not given street officers such broad discretion; instead, they have relegated such powers to those at the supervisory level. One of the more prominent examples is the New York Police Department, which took a somewhat different tack with CompStat, a program that correlates and maps crime statistics, but makes supervisors—not street officers—responsible for lowering crime rates.

CompStat keeps up-to-the-minute statistics, maps patterns and establishes causal relationships among crime categories. These maps are then displayed on large screens during semi-weekly meetings that include uniformed officers, citizens and representatives from probation, parole, corrections and the district attorney's office.

Several things make CompStat unusual: The first is that it puts supervisors in constant communication with the department's top brass, something that was previously impeded by the agency's multi-layered hierarchy. Second, it changes the

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process of gathering and analyzing crime stats from a low-priority job with reports published two to three times a year, to one that requires updating headquarters every week. Third, it makes supervisors responsible for responding to crime in their assigned areas. Supervisors have only 36 hours' advance warning of a command performance at a CompStat meeting. During the meeting, bar charts and maps are displayed across huge screens, while the supervisor gets a "take-no-prisoners" grilling by department commanders on his response to crimes in his area. Those who show up unprepared once too often, or who are not successfully responding to crime, are dismissed from their commands.

Finally, the regular CompStat meetings provide an open forum for solving community problems. "You have every important player from the borough and the precinct," Commissioner Howard Safir recently told the *New York Times*. "You have crime strategists from other boroughs; you have probation, parole, corrections and the district attorney's office. You have the entire criminal justice system in one room figuring out how to reduce crime in a community."

CompStat has been widely noted for the part it has played in helping police reduce the crime rate in New York City. According to agency statistics, total crime has dropped 39 percent and murder 49 percent since 1993. Since 1994, felonies are down 28 percent. While CompStat's skeptics cite other reasons for reduced crime rates, such as the decline of the crack epidemic, a change in the way drugs are sold and a restructuring of large drug organizations into smaller operations, the NYPD says those factors are too insignificant to have such an enormous impact on the city's crime rate. The department has changed, insiders say, and now pays "hawk-like" attention to crime statistics the same way private industry tracks its bottom line. In 1996, the CompStat program won the Innovations in American Government Award from the Ford Foundation and the John F. Kennedy School of Government at Harvard University.

Applying the Technology

As an investigative and crime prevention tool, mapping has few peers. It is, perhaps, one of the more versatile technologies to emerge in the Information Age.

✓ When an armored car was robbed in Toronto, dispatchers helped patrol officers chase the suspects through a sprawling golf course using the mapping feature of the department's CAD system. The dispatchers directed the officers (who were by then on foot) around the cart trails, creeks, roads and water hazards, and in-

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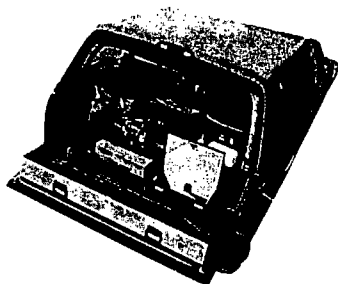
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Harlequin's Watson Mapping™ software plots the location of crimes that share a common characteristic, while displaying detailed information for a selected incident. Users can simultaneously compare information on a regional map with a detailed map of certain buildings, and easily identify "hot spots" of criminal activity.

formed them of possible escape routes. "The information we had was so thorough that our officers returning to the station asked, 'Where were the video cameras?'" says a supervisor with the Metropolitan Toronto Police. "With an old-fashioned paper map, this kind of incident management would be impossible." (Designed

and installed by Intergraph Corp., the system is accessed through a Windows NT interface.)

✓ The Illinois State Police's Strategic Analysis and Mapping Unit has long mapped fatal crashes. But with its new computerized capabilities, it can map fatalities throughout the state and show which districts have specific problems. It can correlate that data with citations written, seatbelt usage in crashes and numerous other types of enforcement data. The information is used to facilitate directed—rather than random—patrol and to address traffic problems before they become disasters.

"With our old system, we were mapping by hand. We had maps spread out all over the place. It literally took us months to do all the fatalities for just one county," says Jenny Gardner. (The agency started its mapping function with MapInfo, but currently uses Lotus Approach and ArcView.)

✓ The Salinas Police Department, located on the central California coast, developed its mapping system primarily to track gang activities, members, territories, hot spots and gun use. Incorporated into the database were field contacts, citations and incident reports, as well as the locations of burglar-

ies, robberies, assaults, homicides, drug deals and drive-bys. Maps were used to look for patterns and relationships between events and gangs.

This user-friendly system is easily accessed by officers, who do not have to get spelling right or know any particular crime codes. They have a wide range of search options, and can run spatial searches and display crime patterns on a street map using different symbols for each type of crime. They can map gang territories and correlate socioeconomic factors with crime-related incidents. According to department statistics, murders are down 61 percent, drive-by shootings by 31 percent and gang-related assaults by 23 percent. (The original information is copied by clerical staff daily and loaded into a Sun Sparc 20. From there it goes to ArcInfo, which enters it into a database, builds the coverage and geocodes addresses. The GIS application was designed by ESRI, and uses Microsoft's Visual Basic to support a graphic user interface, with ArcInfo and ArcView 3.0 running underneath.)

✓ The Interstate Association for Stolen Children (IASC)—a non-profit group dedicated to finding missing children—uses Watson, a PC-based analysis software for operational intelligence from the

Harlequin Group that answers questions with easy-to-read charts that enable users to quickly uncover patterns and analyze links. IASC Executive Director Greg Mengell describes it as working "like a stencil." Since as many as 99 percent of the IASC's cases are related to narcotics, Mengell now anticipates links between disappearances and drugs. He starts by asking basic questions: How did the crime happen? What is the profile of someone who would commit such a crime? Who has access to the child? What are the traits of those individuals? Watson correlates the victim and the crime with information about people who have had access to the child, as well as their activities. "Drug rings are clearly visible in the Watson charts," he says. "You may already have inklings as to what is going on, but Watson identifies links that, in turn, lead to new links."

Education and Training

Training is one of the more vital aspects of computerized crime mapping, and every analyst interviewed said the learning curve is steep. It is difficult to understand, tough to learn, and requires that the user have much more than a nodding acquaintance with computers. "I took all

the crime analysis courses I could get," said Casper's Jim Keeran. "It was like taking a statistics course. I also read books, network with other analysts and attend as many conferences and meetings as I can."

The National Institute of Justice, a Department of Justice agency that focuses on research and development for state and local law enforcement and corrections, is stepping in with an offer of support and training through its National Law Enforcement and Corrections Technology Center (NLECTC), which has small regional offices located throughout the United States. The NLECTC-Rocky Mountain office, housed at Denver University (DU) in Colorado, recently opened the Crime Mapping Technology Center. According to Deputy Director Karen Duffala, the research center will work in conjunction with DU's facilities and offer training to new and experienced crime analysts.

The center officially opened in October with a three-day symposium that featured workshops taught by mapping and law enforcement experts from around the country. Its future goals are to "acquaint those who are not familiar with crime mapping, and enhance the skills of those who are already knowledgeable by providing additional avenues for training

Stout

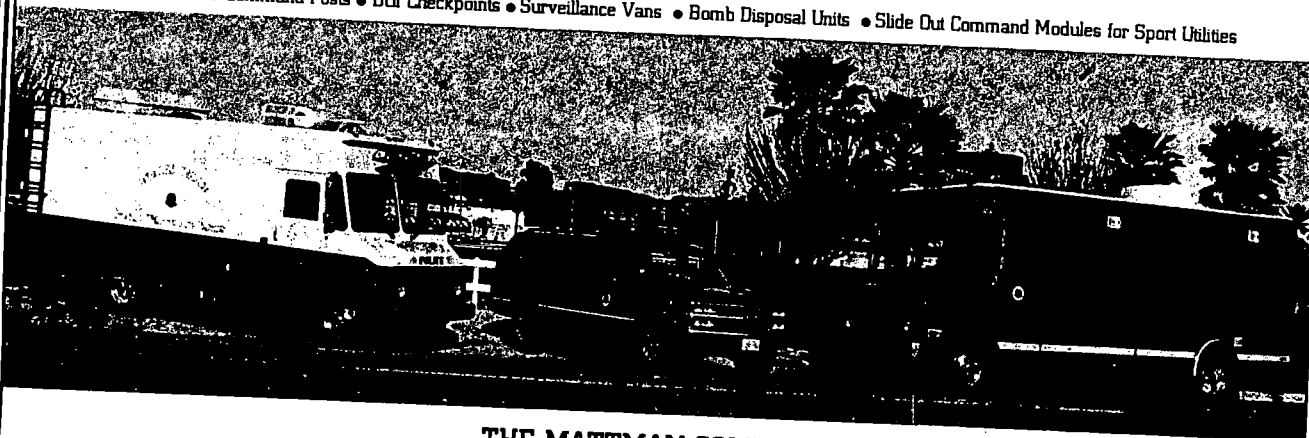
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and experience," Duffala says. "We are working in partnership with the Denver University's Department of Geography to access their computer lab and GIS programming. Right now, they are mapping anything that can be mapped, from geographical subplanes to where fire hydrants are located or where hazardous

materials are stored. We're talking about enhancing those abilities to include criminal activities."

Noting that mapping is not yet being used to its fullest potential, Duffala predicts that when the public demands stricter accountability of government funds, mapping and crime analysis will

help police departments respond. "Police agencies in this country are essentially monopolies," she says, "which means the citizens have few options for police services. In contrast, the private sector has stiff competition, and has to be cost-effective to survive. It has only been in the past few years that we have seen what previously

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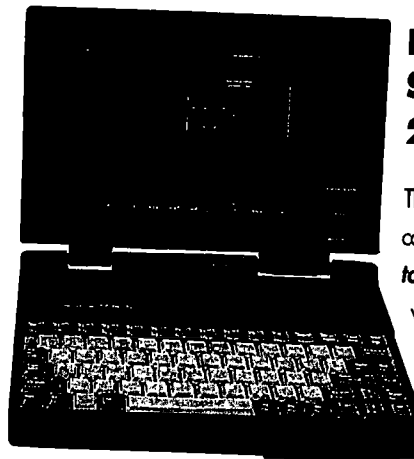
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Computer-Based Crime-Fighting, From the Ground Up

By ERIC JENNER

Jack Maple, a lieutenant of the New York City Transit Police, first papered the walls of his Manhattan office with what he called the "Charts of the Future" in 1990. For the casual observer at the Hudson Street office, the 55 feet of wall space consumed by hand-drawn maps would have held little significance: long lines punctuated by a series of colored numbers, written in felt-tip marker, grouped together with physical descriptions of people.

The charts were, in fact, an embryonic version of a computer-based crime analysis tool that would become known as Comstat.

More immediately, the charts represented the New York Subway lines and its 429 subway stations. Every robbery and grand larceny reported over the last 90 days became a colored number and description on a chart.

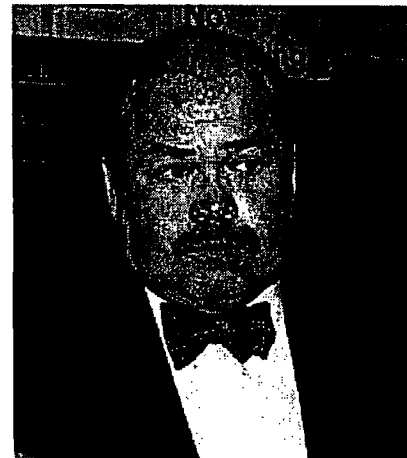
Maple remembers the charts were "hand drawn and very time consuming," but were effective in placing his officers in the areas where crimes occurred repeatedly.

"Predatory criminals are just like predators," he said, "they go after the old, the young, the weak and disabled. So many times they go back to the same areas, because that's where the victims are."

In 1994, for his vision, Maple was promoted. When William Bratton, previously of the transit police, was appointed Commissioner of the New York Police Department, he brought Maple along as deputy. At the NYPD Maple developed the paper maps into a data base mapping system.

"The Comstat process," Maple said, "was designed on four steps: accurate, timely intelligence, which is clearly communicated to all levels . . . a rapid deployment of police to the point on the map where crime is heaviest or where there are specific patterns . . . effective tactics . . . and relentless follow-up and assessment by the executive corps."

In January 1994, the department had no timely information on crime. Maple



Credit: John Sotomayor

Jack Maple

approached Sgt. John Yohe, then of the Chief of Patrol office, to see if there was a way they could expedite communication of the crime information the department had already gathered.

"It's not what people think. . . . We did not have a great technical knowledge base," Yohe said. "I could turn on a computer, so I was a genius."

Yohe used Smart, an old, now defunct, integrated word processing, spreadsheet, data base suite by Informix to customize a simple data base program. The result was a day-by-day entry screen, which prompted for the type of felony and basic information.

"It was a straight up bean count for the day," Yohe said. "I wrote the bulk of the code the day that the Long Island Rail Road was snowed in and I was stuck here."

Each precinct entered crimes perpetrated that day and dumped the information on a floppy disk once a week. In the beginning, 76 squad cars, one from each precinct, delivered disks to headquarters for Yohe to append in a master data base.

Yohe had a copy of Fox Pro, a relational data base he had never used before. "In the beginning, I had the command reference in my left hand and typing with my right," he said.

For the first compilation of weekly data, in mid-February, Yohe said he set up a report that looked decent. The department began well-publicized Comstat meetings where Maple could apply his four principles. There was no geographical presentation available at these first meetings.

"I had Street Atlas USA," Yohe said. "I knew there was a lot of software out there that just had not been applied to law enforcement."

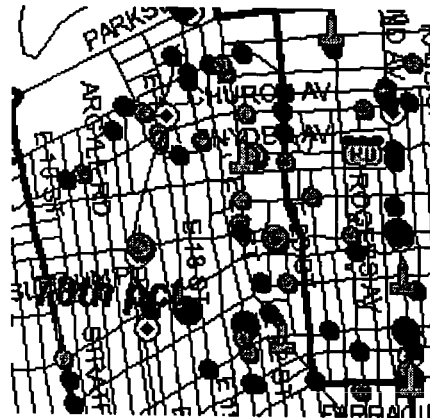
Yohe got a copy of Map Info, a GIS package, which changed his mind about the program. By his assessment, the application had been useless in the original DOS version.

Data that included crime location were already being gathered by a central mainframe application that put together a report called the complaint report index, which included all crime complaints filed in the precinct.

Yohe would dump the data from the complaint index onto his PC every day then run queries to convert them to x and y locations for use on Map Info. By September 1994, locations and crimes were mapped for department's Comstat meetings.

The process has evolved since then, where most of the mapping data is gathered through an online complaint index.

Subway Crimes in Brooklyn, New York



Shootings: 30
Days



2 to 3



1 to 2

Homicides: 30



2 to 2

Days



1 to 2

Robbery: 1st Plat.

2 to 4

1 to 2

Robbery: 2nd Plat.

2 to 4

1 to 2

Robbery: 3rd Plat.

2 to 4

1 to 2

In the spring of 1996, Bratton and Maple left the NYPD; by autumn Maple was on his way down to New Orleans as a consultant.

Under Police Chief Richard Pennington, the New Orleans Police Department was in the midst of reinventing itself to address its renowned corruption and the city's violent reputation. Comstat seemed ideal for the purpose.

For New Orleans police, Comstat has become a nerve center of the reconstruction. In a nutshell, Comstat consists of several computers networked through the Computer Aided Dispatch system (a mainframe network used by the police when responding to emergency calls), data base management software, geographic information system software, and a weekly meeting at police headquarters. Every Friday at 8 A.M., Pennington, his three superintendents, eight district captains and their district investigation unit commanders gather to discuss weekly and monthly crime maps generated by the system and projected on a 6-by-8-foot screen.

According to the latest numbers released by the department, the city has seen some success.

In late autumn, New Orleans police released statistics that suggested violent crime had fallen 22 percent in the first three quarters of 1997, as compared to the first three quarters of last year. According to Chief of Operations Ronal Serpas, as of Nov. 25, murders have fallen from 310 last year at this time to 236 this year and murder clearance — cases where an arrest is made — is up 29 percent. Though murders had been falling since 1995, the 24 percent drop through 1997 is the greatest drop by far. Among the reasons city officials credited with the drop in crime was the Comstat system.

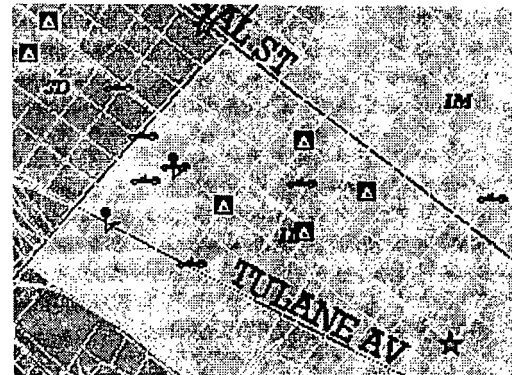
Criminologists raise concerns that statistics fail to measure greater socio-economic trends and caution that a police-only approach, where the arrest is the main tool of policing, is a blunt method of achieving social control. But Serpas points out that Comstat is really about information exchange and accountability within the police department. (Serpas, who is currently working on his Ph.D. in Urban Studies and Urban Crime, is well aware of the academic debates surrounding the issue).

"I've been in policing for 17 years," Serpas said, "I've got a little education, and I can think of nothing else that has excited me as much as this has," adding, "this is the 21st century of policing."

In Comstat mapping, crime reports are first entered through a Computer Aided

Major Offenses: November 16 - 22, 1997

West of Downtown New Orleans



Key

- ★ Armed Robbery
- Business Burglary
- ↑ Simple Burglary
- ▣ Residence Burglary
- Auto Burglary
- ↪ Auto Theft

Districts

- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8

Dispatch system, known as CAD. In New Orleans, CAD is a network of terminals connected to a server on the second floor of police headquarters. The server stores the raw data for every crime reported to the police. Once a day, a Pentium 166 machine in the Crime Analysis Department pulls the data off the server and drops the numbers into an Access Database. The Crime Analysis Department runs queries on the script, and plugs the results into ArcView, the department's GIS software.

The software generates a series of maps of all eight districts pinpointing the location of felony crimes committed over one- or four-week intervals. At the meeting held every Friday morning, district commands are given a chance to review the past week's events and progress and then subjected to a question-and-answer period governed by Serpas. The executive corps asks more directed questions to ensure accountability on part of the commanders and that the tactics being used are appropriate.

"You gotta quiz them with excruciating detail on the dots on the maps," Maple said, "you can't give them much room to wiggle — you got to have the data in front of you."

But Serpas chooses to emphasize the opportunity to share information. As an example he cites a recent arrest of a robbery suspect in the Sixth District, a region of town that includes in quilt-like fashion both the old-time grandeur of the Garden District and four of the city's ten housing projects.

According to Serpas, while the officer was processing the suspect, the district commander recognized the mode of operation from the Comstat meetings and elected to call in officers from the third and fifth district where similar robberies had occurred. As a result, Serpas said, "in less than three hours, seven armed robberies were cleared up with one arrest."

"There is a seamless web between the eight units, because they're forced to listen to each others problems each week," Serpas said, "and the connectivity occurs every Friday morning."

According to Sgt. Danny Kramer of the Crime Analysis Department, the New Orleans Police Department continues to create a more integrated software package with a grant from the Department of Justice and University of New Orleans.

Maple, however, is reluctant to place too much emphasis on the technological components of Comstat.

Notwithstanding its name, he said "the Comstat process would go forward whether or not there was any computers . . . It doesn't make a difference if you make pin maps the way Hannibal did or you do it with Map Info or some other software."

Related Sites

Following are links to the external Web sites mentioned in this article. These sites are not part of The New York Times on the Web, and The Times has no control over their content or availability. When you have finished visiting any of these sites, you will be able to return to this page by clicking on your Web browser's "Back" button or icon until this page reappears.

- ☐ [New York Police Department](#)
- ☐ [New Orleans Police Department](#)

THE NEW YORK TIMES, THURSDAY, JANUARY 21, 1999

NE E9

A Well-Equipped Patrol Officer: Gun, Flashlight, Computer

By CATHERINE GREENMAN

IF you're ever stopped in your own car for speeding or making an illegal U-turn, chances are the police officer pulling you over will know your name before even getting out of the patrol car.

No, the officer is not a member of a psychic cops network. While trailing you, however, the officer types your license plate number into a small computer to find out about your vehicle. Such computers, called mobile data terminals, sit between the driver's seat and the front passenger seat in the 2,000 marked police patrol cars in New York City.

Mobile data terminals, or M.D.T.'s, will also be used by the New York police for other purposes, like speeding response times to 911 calls. Currently, if you dial 911 in New York City to report an assault taking place outside your window, the 911 operator who takes your call will enter the location, and any other information you give, into a computer-aided dispatch, or Cad, system. Within seconds, a 911 dispatcher in the same building, in downtown Brooklyn, retrieves this information from the Cad system and reads it over a two-way radio to a police squad car, directing

the car to the site of the incident. Depending on various factors, this process can take seconds or minutes.

The plan is for the 911 operator receiving an emergency call to type the information directly into the M.D.T. system, which should shorten the response time. Moving to a digital dispatch system will get more information out to more officers faster, said Lieut. Ted Dempsey of the Office of Technology and Systems Development at the New York City Police Department. It will also clear the congested radio bands used by dispatchers for emergencies.

"There will always be a need for radio communication," Lieutenant Dempsey said. "But we're hoping to take the bulk of our communication on line through the M.D.T.'s within a couple of years. By then, the system will be used by officers to get the details of the job, to acknowledge they've received the job, and to let the dispatcher know they've arrived on the scene."

An M.D.T. lets a patrol officer have access to vehicle and driver information without going through a dispatcher. "It used to be that to find anything out about motor vehicles, driver's license records or normal car stop stuff," said Sgt. Joseph Grogan of the 18th Precinct in Manhattan (Midtown North), "we

would have to ask a dispatcher, who was busy as an octopus just handing out workloads to cars, to stop and run a separate license or plate check, while life out there was flying by. Now we can run checks in our cars by ourselves, and it takes just a few seconds."

Lieutenant Dempsey said that long-range plans called for expanding the kind of information available to officers using M.D.T.'s from the New York State Police Information Network. "If there's an incident in a school after hours, for example, the patrol car will be able to pull up the building hours of operation, the name of the superintendent on duty, as well as a record of any other incidents in the neighborhood around that time," Lieutenant Dempsey said. "This is information that the radio dispatcher doesn't have the time to look up."

M.D.T.'s also help officers keep what they know quiet. "If you radio in a guy's name while your partner's got him against the wall and the dispatcher radios back a message that he's wanted, the guy will be able to hear all the information you've just received and try harder to make a break on you," said Officer Randy Gaines. "But when you do a name check via an M.D.T. and get the information sent back digitally, you're not giving the guy a clue about what you know."

For this reason, the Police Department is talking with a number of handheld-computer manufacturers about supplying officers on foot with portable M.D.T.'s.

The M.D.T.'s in patrol cars also allow officers to communicate with one another. In an environment that resembles an on-line chat room, the M.D.T. network lets an officer broadcast instant messages to other officers in the division and respond to questions like the location of the A.S.P.C.A. or the correct procedure for a parking summons during a parade.

Lieutenant Dempsey said a strict policy prohibited unauthorized personal messages, although the occasional Yankee score or lunch plan slipped through.

This is a far cry from the late 1970's, when the first M.D.T.'s were installed in several patrol cars in Atlantic City. (The first M.D.T.'s were installed in New York City in 1986.) John McFadden, vice president for sales in Motorola's wireless data division, which supplies the New York police with M.D.T.'s, said it had taken a few years for officers to get used to using the computers.

"In the beginning, they complained that they weren't secretaries and that they didn't want to learn how to type," Mr. McFadden said. "It took them a while to see the value in it."

1/2

Computers on Patrol Have Got Your Number

Digital dispatching is changing the way police officers in New York City do their jobs. One of the tools is the mobile data terminal, or M.D.T., which can be used by an officer on patrol to send and receive various types of information.



Ruby Washington/The New York Times

MOBILE DATA TERMINAL

All of the M.D.T.'s in New York City's 2,000 patrol cars are attached to wireless devices that communicate via radio waves with one of 32 strategically located base sites.

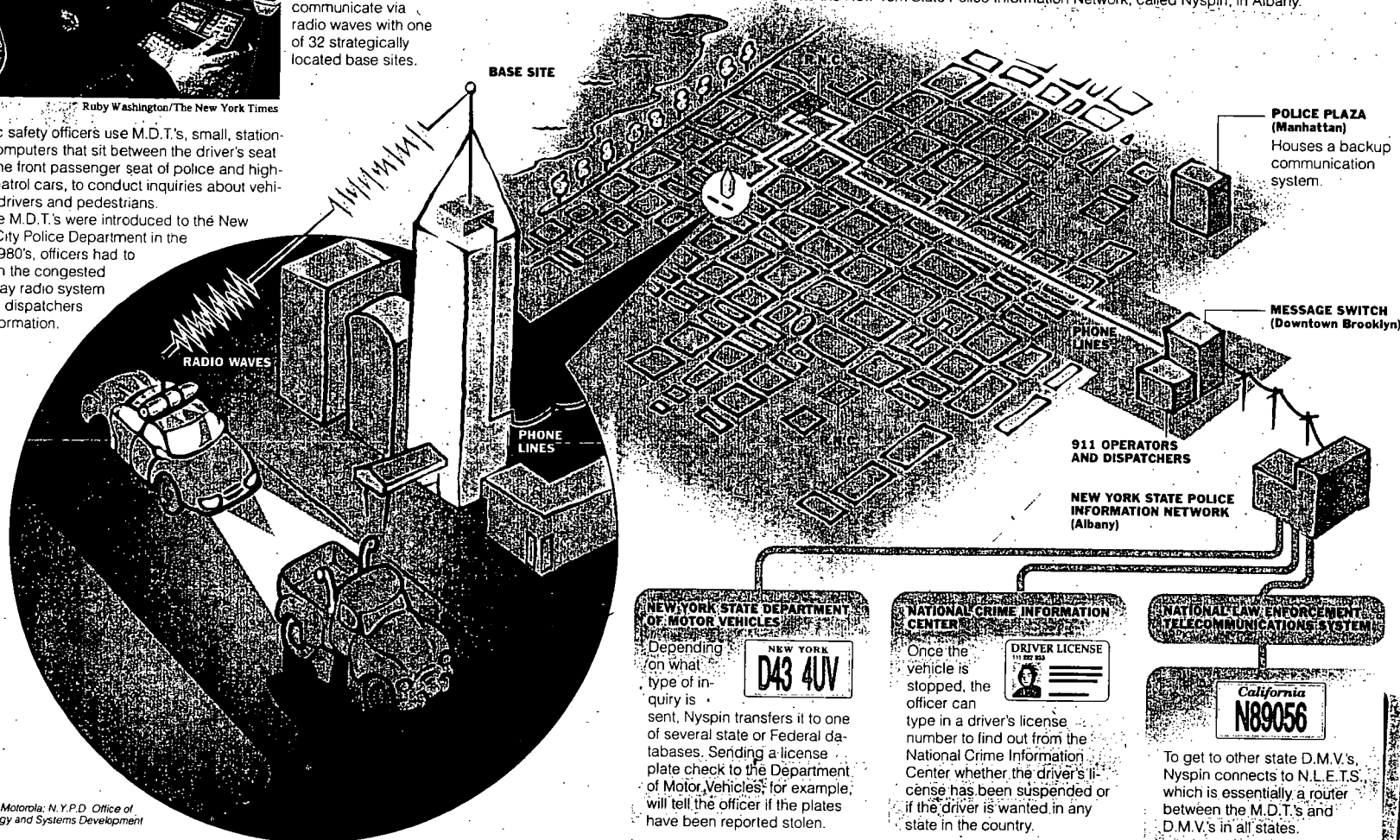
BASE SITE

Each base site has two frequencies: one for transmitting data and one for receiving. The sites serve as antennas for the M.D.T.'s.

RADIO NETWORK CONTROLLER

Each base site is linked by phone lines to one of four radio network controllers, or R.N.C.'s. As patrol cars drive around the city, the R.N.C.'s make sure that at least one base site is in communication with each M.D.T. The R.N.C.'s also convert the analog signals from the base sites into digital signals and send them via phone lines to a message switch that routes them to the New York State Police Information Network, called Nyspin, in Albany.

Public safety officers use M.D.T.'s, small, stationary computers that sit between the driver's seat and the front passenger seat of police and high-way patrol cars, to conduct inquiries about vehicles, drivers and pedestrians. Before M.D.T.'s were introduced to the New York City Police Department in the late 1980's, officers had to rely on the congested two-way radio system to ask dispatchers for information.



NEW YORK STATE DEPARTMENT OF MOTOR VEHICLES

Depending on what type of inquiry is sent, Nyspin transfers it to one of several state or Federal databases. Sending a license plate check to the Department of Motor Vehicles, for example, will tell the officer if the plates have been reported stolen.

NEW YORK
D43 4UV

NATIONAL CRIME INFORMATION CENTER

Once the vehicle is stopped, the officer can type in a driver's license number to find out from the National Crime Information Center whether the driver's license has been suspended or if the driver is wanted in any state in the country.

DRIVER LICENSE
111 002 004

NATIONAL LAW ENFORCEMENT TELECOMMUNICATIONS SYSTEM

California
N89056

To get to other state D.M.V.'s, Nyspin connects to N.L.E.T.S. which is essentially a router between the M.D.T.'s and D.M.V.'s in all states.

Sources: Motorola; N.Y.P.D. Office of Technology and Systems Development

The New York Times

PHOTOCOPY
PRESERVATION

MEMORANDUM

To: Tom Freedman
From: Bill Valdez
Date: November 12, 1998
Subject: Crimetech

Attached is a *draft* proposal. Please keep a close hold since I haven't shown it to agency folks yet, although I think most will be happy with it. I've also included a list of technologies that are being developed that could be announced as part of this initiative.

As next steps, I want to hold an interagency meeting later this month followed by a workshop in December that brings local law enforcement folks together with the agency folks to achieve buy-in. Let me know if you think we're on the right track....

bill

* ADVANCED DISTRIBUTED LEARNING (ADAMONES)

* NANG REPORT ON TECHNOLOGY REPORT.

Executive Summary:
Partnership for Advanced Crime Enforcement
Draft: November 12, 1998

Overview: President Clinton's 100,000 cops program and the Vice President's 1994 crime technology initiative have laid the foundation for a comprehensive Partnership for Advanced Crime Enforcement (PACE). This new initiative would bring together pilot initiatives underway at many federal agencies (Energy, FBI, DOJ, DoD, etc.) and require a \$1 billion investment per year for the first five years.

Basic Elements: PACE would involve five major elements:

1. Expanding the technology and training program managed by DOJ's National Institutes of Justice (\$250 million). The current pilot technical assistance and technology development program (four centers, \$35 million budget) would be expanded nationally to 14 centers.
2. Modernizing the nation's 350 state and local crime labs that perform 95% of the nation's forensics work. This would require an investment of \$250 million and is supported by S-2022, an authorization passed by the most recent Congress.
3. Training the nation's 700,000 local cops and sheriffs in modern crime fighting techniques and technologies. Training is the number one priority of local law enforcement agencies, but they don't have the budget or infrastructure. An annual \$250 million initiative, building on DoD and the National Guard's infrastructure training system, would provide the needed training.
4. Modernizing the communications system used by local agencies. The current system is fragmented and results in frequent failures to communicate between agencies. Funding would be included in NIJ's \$250 million base.
5. Testing and deploying new technologies. Local law enforcement agencies can't afford the high tech crime fighting tools they need. A \$250 million/year grant program dedicated to high technology acquisitions is needed.

Goals: Consensus is needed to develop goals for PACE, but the goals would be similar to the following:

- Improve crime fighting readiness by 25% through advanced technologies and training.
- Solve 10% more high tech crimes per year through expanded technical assistance.
- Solve 25% more crimes by 2003 through improved forensics capabilities.
- Provide training to all 700,000 cops and sheriffs by 2003.
- Provide modern crime fighting tools to 50% local law enforcement agencies by 2005.
- Create model communication systems in 10 pilot communities by 2003.
- Test and deploy 200 new technologies by 2003.

A PARTNERSHIP FOR ADVANCED CRIME ENFORCEMENT
DRAFT DISCUSSION PAPER
November 12, 1998

I. Overview: Current Status of U.S. Local & State Law Enforcement.

U.S. businesses and families are protected against crime by 17,360 state and local law enforcement agencies that employ approximately 700,000 officers. More than 90% of those agencies have 24 or fewer sworn officers and 50% have 12 or fewer officers. Yet state and local law enforcement agencies are responsible for handling 95% of the crimes that people care about – muggings, robberies, burglaries, homicides, etc.

Americans support this decentralized system of law enforcement because they believe it allows local control and oversight -- their police and sheriff departments are responsible to them, not to some faraway authority. Yet, it is this very decentralization that has made it difficult for local law enforcement to use advanced technologies to fight crime.

The local law enforcement community simply does not have the resources or ability to develop and test the new technological tools that they need. This comes at a time when the nature of their job is becoming increasingly complex and dangerous because criminals have access to more advanced technology than the police.

II. The Clinton Administration's Commitments to Local Law Enforcement

In 1994, the Clinton Administration developed a program to help fight crime by putting 100,000 new police officers on the street. This significantly strengthened the "thin blue line" and enabled communities to commit extra police resources in areas that previously had been neglected, for example community-based policing.

The Administration also recognized that law enforcement was not taking advantage of the billions of dollars of investment that our nation had made in the development of advanced technologies. To meet this technology shortfall, on April 20, 1994, Vice President Al Gore oversaw the signing of an agreement between the Departments of Justice and Defense that initiated a five-year pilot program designed to increase the capacity of state and local law enforcement to fight crime through the application of technology. The Vice President said at the time:

"We are fully committed to the advancement of technology for law enforcement. It is time. The American people are ready to see this happen.....It is high time that we put the most advanced technologies and the best new approaches at the disposal of police officers and other law enforcement officers throughout the country... This is part of an all out assault on crime. This Administration is committed heart and soul to the war against crime and violence. What we have seen today is just the beginning. Our Administration is committed to doing everything possible, not just to developing new technology, not just to get these new tools to the officers where they do the most good, but to back up these officers in every way we possibly can."

III. The Technology Pilot Program in Action: A Major Success Story

By all accounts the Vice President's technology pilot program has been a huge success. The pilot is run by the Department of Justice's National Institute of Justice (NIJ). With the Administration's leadership and Congressional support, the NIJ has accomplished much – ranging from “low tech” to “high tech” - in four short years. For example:

- Through partnerships with existing federal technology organizations, NIJ has established the National Law Enforcement and Corrections Technology Center (NLECTC) network to provide technology information and technical assistance to law enforcement. The Center network provides a “quick response” capability to agencies that need specialized technical help. **In 1997 alone the NLECTC responded to 10,000 local requests for assistance.**

For example, the NLECTC, working with a Federal Emergency Management Agency funded Arson Strike Force, has turned around an arson problem in Utica, New York. The city had an arson rate double that of the national average. In a relatively short period of time **arson in Utica has dropped 50% with closure rates at 52% (versus the national average of 15%) and conviction rates at 100%.**

In Whittier, California the NLECTC used advanced forensic techniques not available anywhere else to help the police solve a serial child molestation case. In Oregon, the NLECTC, using advanced metallurgical science, assisted the police in solving a murder case. In Denver the NLECTC, using advanced ballistic impact testing procedures, helped solve the murder of a Denver police officer.

- Working with the DOD “surplus property” program, NIJ has helped state and local law enforcement get access to DOD surplus and excess equipment. **Since 1994, this has resulted in the donation of \$ ___ million worth of valuable equipment to local law enforcement agencies.**
- NIJ has funded the research, development, testing and evaluation of numerous technologies to help law enforcement. These range from less-than-lethal technologies, to weapons detection, see-through-walls systems, capture nets, a “smart” gun, a rapid DNA identification detection system, and more. There are numerous cases where new DNA techniques developed by NIJ have helped free people who were wrongly convicted. NIJ has also put on the streets the technologies that they are helping to develop. For example, police now have a better way to stop a fleeing car with less risk to officers or innocent bystanders because of an NIJ technology. **To date, more than ___ new technologies have been tested and put into the field.**
- NIJ has initiated several pilot training programs using advanced computer and simulation technologies to enhance training and to develop a means to deliver training to the user on site. **Thus far, ___ local law enforcement personnel have been trained using this advanced technology.**

IV. Bridging the Gaps.

The Clinton Administration has provided local law enforcement agencies with the human resources – 100,000 new cops – that they desperately needed. And the Vice President's technology initiative has demonstrated the extraordinary value that technology can bring to local law enforcement.

Now is the time to completely bridge the gap between local law enforcement agencies and the technology they need to effectively combat crime. There are five major gaps that must be bridged: faster response to local requests for technical assistance, a strengthened crime lab system, better training for officers, better use of modern communication capabilities, and expanded technology development and deployment efforts.

- *Faster Response:* The NIJ Center system was intended to be a pilot. Because of the demand for these services, the system is overextended and cannot provide the "quick response" assistance that is needed nationwide. The four regionally based centers in the network have to cover an average of between 10 and 15 states each, which is simply too much territory to cover with existing resources.
- *Crime Labs:* The "thin blue line" is considerably thicker due to the 100,000 cops initiative, but crime lab capabilities remain very thin. Well equipped and managed state and local crime labs are a critical element of a local agency's ability to solve crimes. However, while advances are being made in forensic technology, the nation's 350 crime labs often do not have the resources to purchase and apply these technologies. In many cases, they are still using technologies pioneered in the 1800s when 21st Century technologies are now available.
- *Training:* Local law enforcement officials have consistently identified increased training as their number one priority because they face situations that are much more challenging and complex than ever before. Yet the makeup of law enforcement makes it difficult for them to receive the kind of training they require. A 20-person office cannot afford to send its officers to a week's worth of training without compromising crime fighting capabilities, but states still require continuing certification of officers in new skills.
- *Communication:* The local law enforcement community's ability to fight crime would be significantly upgraded if they could communicate and exchange data in a seamless fashion. There are numerous cases where a lack of interoperability has led to the escape of suspects, including the murder of police officers.
- *Technology Development:* The need to develop, test and field new law enforcement tools remains as compelling as ever given the rapidly increasing technological capabilities of criminals. U.S. government national laboratories that produce advanced technologies and U.S. businesses that supply those technologies to local law enforcement agencies would benefit from a focused effort to develop and deploy crime fighting technologies to local agencies.

V. The Solution: A Comprehensive Technology & Training Initiative¹

Technology and training can clearly make a difference. NIJ's Utica project helped reduce serious arsons by 50%. The adoption of computerized mapping systems coupled with new management techniques has been credited with reducing serious crimes in New York City by 39%. Soft body armor has saved the lives of over 2,000 police officers.

The Federal government has an important role to play in local law enforcement by coordinating Federal resources to bridge the gaps that exist in technology and training. This new initiative builds on the success of the 100,000 cops program and the Vice President's technology initiative by systematically providing those police officers with the crime fighting tools and training they need to deal with 21st Century criminals. The elements of the initiative are:

1. A National Technology & Training Program

A focal point is needed within the Department of Justice to expand upon the Vice President's initiative. The establishment of a permanent Bureau of Law Enforcement Technology and Training Support (BLETTS) as a stand-alone organization within the Office of Justice Programs (OJP) is required. BLETTS will develop and field new technologies, provide "quick response" technical assistance to law enforcement, test and evaluate new technologies, and provide local law enforcement agencies with the information and training they need to use these new tools. BLETTS will be funded at a level of \$250 million a year.

Goal: Improve the crime fighting readiness of local law enforcement agencies by 25% by 2005 through advanced technologies and training.

2. Expanded Quick Response Centers

Establish 10 additional NLECTC Quick Response Centers to meet the technical assistance needs of law enforcement. These Centers will be supported by a consortium of Federal laboratories to ensure that the best forensic technologies are available to law enforcement officers. This consortium will in no way duplicate the work of the existing local and state crime lab system. It is intended that the consortium will provide forensic support, in coordination with local crime labs, only when the local lab does not have the equipment or technical skills to do the job. Funding for the Centers will come through the BLETTS budget.

Goal: Solve 10% more high technology crimes per year through expanded technical assistance.

¹ Note that these major initiatives will be announced as part of the announcement of a comprehensive program. The announcement of the major elements of the program (new Centers, Crime Lab Improvement etc) can be spread out over time. Moreover announcements of specific programs within the major elements can be announced during the intervening time frame.

3. 21st Century Crime Lab Initiative

BLETTTS, in partnership with the FBI, will manage a \$250 million initiative to dramatically improve our nation's state and local crime labs that provide 95% of the forensics support to local law enforcement agencies. This program will be buttressed by the establishment of a Regional Forensic Support network of forensics experts from Federal national laboratories, universities and other research programs.

A crucial part of this initiative will be improved DNA testing. A tremendous backlog – 500,000 samples – currently exists in testing DNA. The National Commission on the Future of DNA Evidence has strongly recommended rapid development of the DNA database. In Virginia alone, this database has already identified dozens of suspects in old, unsolved cases for which there were no leads. However, until this backlog can be addressed, the database cannot be fully effective and more crimes will be committed by suspects who would otherwise be identified after the first crime. This can be achieved within two years.

Goal: 25% more crimes solved by 2003 through improved forensics capabilities.

4. Advanced Technology Training Initiative

BLETTTS will develop a partnership with the DOD Advanced Distributed Learning Initiative (ADL) and the National Guard to develop dual use training centers throughout the United States. These centers, to be located at National Guard Armories or other agreed upon sites, will provide local law enforcement agencies with access to interactive computer based training and advanced simulation training tools in a location closer to home. This will solve the problem of providing local officers with access to needed advanced training. This initiative will require \$250 million/year to train the nation's 700,000 local law enforcement officers.

Goal: Provide training programs to all local law enforcement agencies by 2003.

5. Moving Technology Into the Street

About 95% of a typical law enforcement agency's budget is dedicated to personnel. The scarce resources left over are spent on basic equipment such as cars, radios, and revolvers. There is little money available to purchase the new tools necessary to keep up with criminals. A new grant program administered by OJP and funded at \$250 million/year for five years dedicated solely to the purchase of high tech equipment by state and local law enforcement is required.

Goal: Provide modern crime fighting tools to 50% of the nation's local law enforcement agencies by 2005.

6. Enhanced Law Enforcement Communications

Communications provides the backbone that supports local law enforcement agencies' efforts to combat crime. But in most communities, radio systems supporting police, fire and emergency medical services are overwhelmed. Worse, current frequency allocations and technologies make it impossible for adjacent agencies to talk to each other. To help address this, the Administration has successfully freed up 24 MHz of new radio frequencies, but modernizing the public safety wireless infrastructure so it can take advantage of this new spectrum will be a massive undertaking. Therefore, BLETTTS will use its base budget to support the following actions:

- The NLECTCs will provide agencies with technical and engineering support to address immediate short-term problems;
- The NLECTCs will provide planning support so communities may design the new infrastructure and develop workable transition plans;
- BLETTTS will provide seed grants to begin building and demonstrating systems that can solve this problem.

Goal: Create model communication systems in 10 pilot communities by 2003.

7. Expanded Testing Program

BLETTTS will expand their testing and evaluation program – including partnering with the Department of Defense Live Fire Test Office – so that the local law enforcement community is confident that what they are getting works as advertised under realistic conditions. This kind of testing program will enable law enforcement to make the best investment possible in new equipment and, more importantly, save lives. The importance of such a program is evident from the experience with soft body armor. Of the 307 models of body armor tested in 1997, only 124 – about 40% – passed. The consequences of having officers putting their lives on the line wearing substandard body armor is unthinkable.

Goal: Test and deploy 200 new technologies by 2003.

Note: near term refers to 1-2 years
mid term refers to 2-3 years

1. There are a few that I don't have here.

- One that you might be particularly interested in is a computer based interactive training project that is ongoing in Mississippi. The idea is to deliver interactive training via the Internet and CD-ROM to remote locations. The company that is working with Mississippi has one Training series already developed that can be demonstrated (I am enclosing a demo CD-ROM on that). The Mississippi project is near term.
- There is also a judgmental use of force training tool using simulation technology that NIJ will be evaluating some time this year. What is interesting about it is that it is mobile and has a shoot back capability. This is a commercialized product. NIJ was not involved in its development, but will be involved in an evaluation (I've enclosed an article on it.)
- I believe there is also another hand held weapons detection system already in prototype stage. If I'm right it is in a more advanced stage than the one enclosed in this packet. I'll know more on that later this week
- There is a through-the-walls sensor/weapons detection technology that NIJ is testing now. This is a near term project. I will have something on that later this week.
- There is also a personal alarm monitor that automatically activates when an officer is distressed that NIJ is working on. This is near term.

I will have the others by the end of the week

2. The following is the status of enclosed projects – in the same order

Body Armor – Ready this year

Handheld weapons detection – prototype this year.

Electromagnetic weapons detection – ready

Information technology – operational

Flying plate disrupter – near term

Telemedicine demonstration project – operational

Bomb diagnostic tool – commercialized

Uncooled Thermal Imager- Infrared Sensor – near term

Mass spectrometry DNA typing – near term

Mobile Interoperability testbed – near term

Ring Airfoil – near term

CODIS backlog – near term

DNA microchip -mid term

Smart Gun – mid term

Facial recognition – mid term

Technology Tools – being commercialized

Title: Concealable Body Armor

Description: The National Institute of Justice (NIJ), in collaboration with the Defense Advanced Research Project Agency (DARPA), sponsored development of an advanced body armor system that could be worn inconspicuously under the uniform blouse of either a law officer or soldier, or under a coat and jacket. This concealable body armor (CBA) is unique in that it is designed to stop a rifle bullet at point blank range while also being concealable. CBA has hard titanium or ceramic-composite inserts over the heart and spine and "soft" body armor employing a ballistic fabric over the remainder of the torso. The inserts provide rifle protection. Their size and position are designed to preclude a fatal wound. The soft component of CBA protects against 9 mm high velocity handgun bullets. Testing by the Office of Law Enforcement Standards, at the National Institute of Standards and Technology, demonstrated that CBA with either type of insert stopped a rifle bullet at ~ 175 m range. More development by the US Army's Soldier Systems' Command resulted in a system that stops rifle bullets at point blank range.



Impetus: Violence, particularly violence involving firearms, has reached epidemic proportions in the United States. *The Sourcebook of Criminal Justice Statistics, 1996* reports that of all violent crimes across the United States, 29 percent involve use of a firearm. Firearms are involved in nearly 70 percent of all murders and non-negligent manslaughter, 40 percent of all robberies, and 23 percent of all aggravated assaults. The body armor in general use with law officers today only provides protection against pistol bullets.

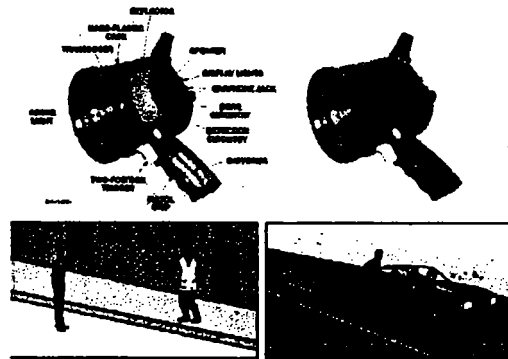
Impact: This effort led to development of a body armor system that offers the potential to significantly increase the safety of law enforcement personnel.

Status: This system was type classified (limited) by the U.S. Army and over 1,000 sets were purchased for the military. An additional 4 sets were purchased by the Secret Service for evaluation. The Army is carrying on the basic technology into its next generation of body armor. A principal design goal is to reduce the cost of this system.

DoD/DoJ Relationship: This project is administered by the Joint (Justice - Defense) Program Steering Group and was funded and managed through DARPA. Development was undertaken jointly by the U.S. Army Soldier Systems' Command and the U.S. Army Research Laboratory.

POC: Dr. Robert Rosenfeld

Title: Handheld Acoustic Device for Concealed Weapons Detection



Description: The National Institute of Justice (NIJ) is sponsoring JAYCOR to develop an inexpensive, handheld device to alert law officers to the potential presence of a weapon at a greater distance than the handheld metal detectors in use today, thus providing them a greater margin of safety. Another advantage of this device is that it will detect non-metallic as well as metallic weapons. This device works by emitting an inaudible acoustic pulse. The pulse is absorbed by soft objects, such as the human body. However, if it strikes hard objects under clothing, such as weapons carried next to the body, the pulse is reflected back alerting the officer to the potential presence of a weapon. This detector will be affordable for even smaller law enforcement agencies.

Impetus: Violence, particularly violence involving firearms, has reached epidemic proportions in the United States. According to the Bureau of Justice Statistics, from 1974 to 1993 the number of arrests for weapons increased by 55 percent and the number of violent offenses committed with a firearm increased by 78 percent. *The Sourcebook of Criminal Justice Statistics, 1996* reports that of all violent crimes across the United States, 29 percent involve use of a firearm. Firearms are involved in nearly 70 percent of all murders and non-negligent manslaughter, 40 percent of all robberies, and 23 percent of all aggravated assaults. Today law officers have no means of effectively detecting weapons concealed on individuals at a safe distance.

Impact: This effort will lead to the development of a device with the potential of significantly increasing the safety of law officers.

Status: A laboratory model has been demonstrated with positive results. It was able to detect a plastic knife concealed under a heavy sweatshirt at a distance of 7-feet. Two different working models have been developed and testing is being conducted. The working models were recently demonstrated at the California Border Alliance Group and received a positive reception from the law enforcement representatives that were there. Demonstrations of prototypes of this technology are expected in 1999.

DoD/DoJ Relationship: This project is administered by the Joint (Justice - Defense) Program Steering Group. The US Air Force Research Laboratory, Information Directorate, Rome Research Site acts as the technical monitor for this effort.

POC: Irwin Smietan

Title: Electromagnetic Weapons Detection Portal

Description: The National Institute of Justice (NIJ) sponsored the Idaho National Engineering Laboratory (INEL) to develop an improved weapons detection portal employing fluxgate magnetometers. The magnetometers detect anomalies in the earth's magnetic field caused by magnetic material in objects carried by individuals. Most weapons contain such materials. On the other hand, objects such as keys and coins tend to be made of non-magnetic materials. This technology, because it will not alert on such innocuous objects, significantly reduces the number of false alarms compared to currently available devices that tend to detect all metal objects. Additionally, this technology can detect weapons with even a small metal content, such as that found in the small blades used by hobbyists.



Impetus: Violence, particularly violence involving firearms, has reached epidemic proportions in the United States. A very troubling aspect of this epidemic is the use of firearms by juveniles. Over the past decade, numerous studies have pointed to the possession of weapons by adolescents as an increasingly serious problem, particularly in urban areas. In a sample of Washington, D.C. minority, inner-city ninth and tenth graders, 11 percent had used a weapon to threaten someone; while a survey of high school students in Baltimore found that almost half of the males had carried a gun to school at least once. Detecting concealed weapons is a challenging problem. The walk-through devices (portals) used today, such as are found in courthouses, have high false alarm rates. They alert on any object with a high metal content, even on such innocuous items as keys and coins. They also have difficulty in detecting weapons with a small metal content.

Impact: This effort has resulted in development of a portal device offering significantly greater security for schools and other public buildings, such as courthouses.

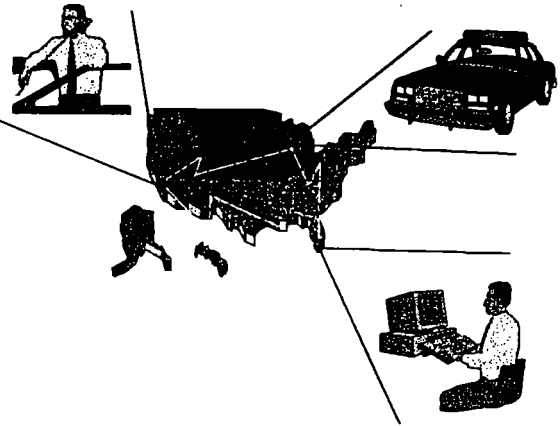
Status: The INEL portal is almost ready for commercialization. A prototype was installed in the Bannock County, Idaho, courthouse for operational evaluation.

DoD/DoJ Relationship: This project is administered by the Joint (Justice - Defense) Program Steering Group. The US Air Force Research Laboratory, Information Directorate, Rome Research Site acts as the technical monitor for this effort.

POC: Irwin Smietan

Title: InfoTech Project

Description: The National Institute of Justice (NIJ) is sponsoring a project to develop and demonstrate information technologies providing scalable, secure information sharing across multiple jurisdictional boundaries. InfoTech offers a user-friendly interface that can be tailored to the needs of a particular user, but will retrieve data regardless of the design of the information sources. Privacy and information security is another important issue addressed by InfoTech. It is implemented through any of several layers of protection mechanisms. All security implemented has a key recovery mechanism that can be administered by each agency.



Impetus: There are roughly 17,000 law enforcement agencies in the United States, with differing procedures and protocols dealing with the sharing of information and differing information and communication systems. As a result, the sharing of data among jurisdictions is difficult. Standardizing procedures and protocols as well as information systems among a significant subset of these agencies would be extremely difficult and expensive.

Impact: InfoTech technologies enable the ready sharing of data among law enforcement agencies without incurring the enormous expense of replacing existing information systems with a new common system. InfoTech technologies also enable each jurisdiction to implement, control, and administer data security, according to its specific needs.

Status: Current participants in InfoTech are the Florida Department of Law Enforcement (FDLE) and the Sheriff's Offices of Monroe and Brevard Counties, Florida. The program utilizes the FDLE Criminal Justice Network (CJ-Net) as the backbone wired network for communications. As part of InfoTech, FLDE and NIJ are working together to provide Florida Department of Highway Safety and Motor Vehicle driver's license data and photos over CJ-Net. An initial operational capability is expected by January 1999. FY99 funding will enable expansion to other agencies and refinement and hardening of the technology. This will include working with the South Florida High Intensity Drug Trafficking Area (HIDTA) to leverage its efforts to establish a LE wide area network (WAN) in South Florida.

DoD/DoJ Relationship: This project is administered by the Joint (Justice - Defense) Program Steering Group. The Space and Naval Warfare Systems Center, Charleston acts as its technical monitor.

POC: Dr. John Hoyt

Title: Flying Plate Disrupter



Description: The National Institute of Justice (NIJ) is sponsoring an effort to develop and demonstrate an approach to disrupting large explosive devices by using explosively formed slugs, or "flying plates." Derived from military technology developed to destroy heavily armored vehicles and naval vessels, this technology consists of a small plastic cylinder capped by a copper plate, and packed with a small explosive charge. When detonated, the cylinder deforms the plate into a slug and propels it into the explosive device, scattering the explosive material without causing it to detonate.

Impetus: Explosive devices are perhaps the terrorist's most often used weapon. Large explosive devices such as ammonium nitrate-fuel mixtures in 55-gallon drums are a particularly challenging problem. Once such a device is located, an effective means to neutralize it without moving it is vital to the safety of the public and to law enforcement and public safety personnel on the scene. The FBI has identified commercial dynamite as the most likely booster material used in such devices. Dynamite is also among the most sensitive of booster materials. This sensitivity makes the safe disruption of such devices difficult. In general, existing explosive disrupters impart high shear over a very small area, which will cause the detonation of sensitive explosive material.

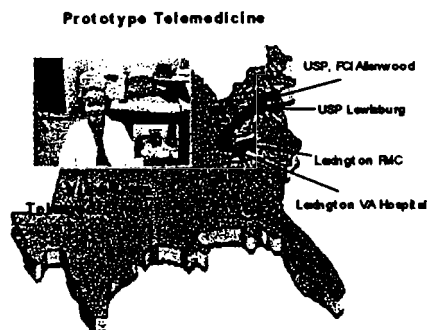
Impact: This effort will provide an inexpensive means of safely neutralizing such device in situ, increasing the safety of the public and law enforcement and other public safety personnel on the scene.

Status: Phase I of this effort, the proof-of-concept, was successfully completed. Phase II, currently underway, will conclude in a nationwide demonstration and evaluation of this technology with law enforcement agencies, which is expected to occur before the end of FY99.

DoD/DOJ Relationship: This project is administered by the Joint (Justice - Defense) Program Steering Group. The Indian Head Division of the Naval Surface Warfare Center is developing this technology.

POC: Jerry Howell

Title: Telemedicine Demonstration



Description: The National Institute of Justice (NIJ) in collaboration with the Federal Bureau of Prisons (BoP) and the Department of Veterans Affairs, sponsored a demonstration project to evaluate the impact of telemedicine and telecommunications technologies for addressing the needs of prison healthcare.

Impetus: Healthcare costs for prisoners continue to rise. They represent a significant portion of the criminal justice budget for federal, state and local governments. Delivery of healthcare to prisoners is a demanding, expensive responsibility for prison systems. Additionally, the need to transport inmates out of a prison for medical services not available there, poses a threat to prison staff and to the local community.

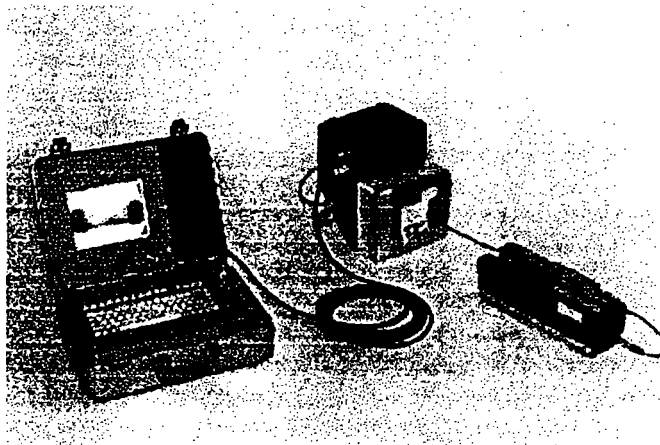
Impact: This project produced the first comprehensive assessment of the utility of telemedicine in a correctional environment. It also developed and demonstrated a state-of-the-art, turn-key telemedicine system, geared for inmate population needs and a model for development and implementation of telemedicine in other venues.

Status: A prototype telemedicine network has been in operation since September 1996, linking the Federal Medical Center (FMC) in Lexington, Ky., the United States Penitentiary (USP) in Allenwood, Pa., the USP in Lewisburg, Pa. and the Veterans' Affairs Medical Center in Lexington, KY. Funding provided by the BoP enables the expansion of this network to include the Medical Center in Springfield, Mo. In the course of this project, telemedicine was widely embraced by officials, medical staff and prisoners and came to play a major role in the delivery of healthcare services. This highly successful project established that substantial savings may be realized with the utilization of telemedicine technology. It found that the cost of the telemedicine system would be recovered in 15 months with a substantial monthly savings thereafter. In addition to cost savings, it was convincingly established that telemedicine offers improved access to specialty care and enhanced public safety through the reduction in the number prisoners transported outside the prison for medical care. As a consequence, NIJ is planning on exploring the application of telemedicine in jails in 1999.

DoD/DoJ Relationship: This project is administered by the Joint (Justice - Defense) Program Steering Group. It was funded in part through the Defense Advanced Research Projects Agency.

POC: Dr. Peter Nacci

Title: X-Ray Diagnostic System for Explosive Devices



RTR-3 X-Ray System

Description: The National Institute of Justice (NIJ) is collaborating with the Technical Support Working Group (TSWG) and the Federal Bureau of Investigation in sponsoring a nationwide demonstration and assessment of an improved diagnostic systems for explosive devices. This technology, the RTR-3 was initially developed under TSWG auspices. It is a computer based, portable x-ray system that enables bomb technicians to rapidly examine an explosive device by displaying an x-ray image of the device on a computer screen, rather than having to wait for that image to be developed on film. The RTR-3 also enables them to transmit the x-ray image of a device, via modem, to remote experts for analysis.

Impetus: Explosive devices are perhaps the terrorist's most often used weapon. Once such a device is located, an effective means to disrupt it without moving it is vital to the safety of the public and to law enforcement and other public safety personnel on the scene. The safe disruption of such devices is greatly facilitated by being able to determine their construction. X-ray images are a preferred means of doing so. Using conventional x-ray technology, requiring the development of x-ray film, can be a cumbersome and time consuming process.

Impact: This effort will provide information on the performance of the RTR-3. This information will be used to improve future such systems, making them more effective and in so doing enhancing the safety of the public and law enforcement and other public safety personnel on the scene.

Status: Agreements are being developed with 24 state and local agencies, across the country, for participation in this demonstration, which is expected to begin by the end of 1998.

DoD/DoJ Relationship: This project is administered by the Joint (Justice - Defense) Program Steering Group. The Indian Head Division of the Naval Surface Warfare Center and the Office of Special Technology are providing technical support to this project.

POC: Jerry Howell

Title: Deployment and Evaluation of Low-Cost Uncooled Thermal Imagers to Enhance Law Enforcement Operations

Description: Deploy inexpensive, handheld and vehicle mounted, infrared sensors to law enforcement agencies; evaluate how the sensors are utilized in typical operational scenarios; and develop an understanding of thermal imager use by law enforcement that can be used by other agencies to help in their decision to purchase and use infrared sensors.

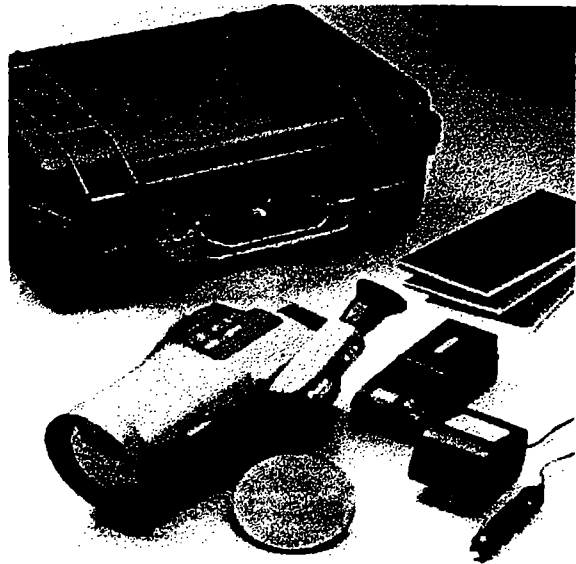
Impetus: Infrared sensors are not commonly used by law enforcement agencies. This project will establish a law enforcement-derived operational guide that will help other agencies determine whether or not to purchase and use infrared sensors within their department.

Impact: The product of this effort will help to educate law enforcement agencies on the use of infrared sensors and will help to facilitate the decision-making process to purchase and use infrared sensors within individual law enforcement agencies.

Status: Because of a significant DoD investment, the uncooled infrared sensors have become more affordable for military and law enforcement use. An operational guide will facilitate the use of infrared sensors in law enforcement agencies.

DoD/DoJ Relationship: The DoD has invested more than \$70M to develop a useful and affordable uncooled infrared sensor. As a result of Industry and Defense Dept commercialization efforts, a number of affordable law enforcement products are now available.

POC: Tom Coty



Title: Mass Spectrometry DNA Typing

Description: Mass spectrometry DNA typing has been shown to greatly reduce analysis time of DNA samples to the point where more than 1,000 samples can be tested in less than five minutes, and at substantially less cost than current techniques. This technique is highly automated and can be easily expanded to include other genetic markers as they are identified to be of forensic value in the future.



Robot for distributing DNA into Mass Spectrometry

Impetus: A need exists for faster and less expensive testing methodologies to process large numbers of samples for the convicted offender database (CODIS). While we currently have a backlog of at least a half million to a million samples awaiting DNA profiling for entry into the CODIS database, it is expected that between 1 to 2 million new convicted offenders will be added to the database annually as the investigative power of CODIS is realized.

Impact: The development of this technology will enable laboratories to reduce the CODIS backlog and maintain the in-flow of new convicted offender samples as they are collected. The CODIS database will generate a "hit" (i.e. identification) from crime scene evidence for every 1000 samples in the database to rapidly generate investigative leads, more solved crimes and more saved lives.

Status: This project has demonstrated high-throughput sample analysis capability for all 13 core genetic markers required by the forensic community for inclusion in the CODIS national database.

DoD/DoJ Relationship: None

POC: Lisa Forman, Ph.D.

Title: Mobile Interoperability Testbed

Description: NIJ has expanded the Advanced Law Enforcement Response Technology (ALERT) testbed initially developed by the Dept of Transportation's Federal Highway Administration. The program will develop and demonstrate a mobile information management system to control and integrate communications systems both in public safety vehicles across jurisdictions and throughout communications centers (dispatch).

Impetus: The technologies that have evolved and are currently used in law enforcement vehicles and communications centers to communicate with are continually expanding and rapidly filling the interior of the vehicles. These stovepipe approaches lead to an inability to communicate across jurisdictions.

Impact: A mobile interoperability configuration is needed in order to manage the cost and implementation of future technologies in the public safety arena.

Status: Initial prototypes have demonstrated the use of touch screen monitors that control various technologies, such as the radar, emergency lighting, sirens, radio communications, and video cameras.

DoD/DoJ Relationship: None

POC: Brenna Smith

Title: Less-Than-Lethal Incapacitation Technologies

Description: Less-than-lethal technologies provide options for law enforcement and corrections officers when confronted by violent or uncooperative suspects or prisoners. There is no single less-than-lethal weapon for all scenarios. Project areas currently under development or evaluation include: chemical (pepper spray), electrical (stun devices), kinetic energy blunt impact projectiles (ring air foil projectiles), nets (baton or projectile launched), and light (laser dazzler).

Impetus: Minimize the risk of death and injury to law enforcement officers, suspects, prisoners, and the general public and reduce civil and criminal liability suits against law enforcement and corrections agencies.

Impact: Less-than-Lethal technologies have saved the lives of suspects and prisoners, law enforcement and corrections officers, and the general public.

Status:

The ring airfoil projectile (RAP). The RAP is a blunt impact projectile that is nonlethal at the muzzle. It was developed by the military and is now being modified for law enforcement applications. These modifications include the development of a new launch device and the dispersal of pepper powder on impact. A prototype launcher will be available in March 1999, and a field trial will be conducted in FY99.

Pepper Spray. NIJ has conducted and is currently conducting various evaluations of the health effects and effectiveness of pepper spray. Pepper spray effectiveness studies have been published and NIJ should have in-depth information of the health effects of pepper spray by the end of FY99.

Electric stun projectile. The electric stun projectile uses taser and stun gun technology. It gives an officer a 30ft standoff from which to incapacitate a suspect or prisoner. NIJ is funding a human effects advisory panel to analyze the health effects of the electric stun projectile. If the analysis results are favorable, NIJ will fund a field trial.

Nets. NIJ has funded the modification of two types of nets to enhance their safety. One is a net that can be launched from 40 feet using a grenade launcher. The other is a net that can be launched from three to ten feet via a baton. The projectile-launched net is a commercial product and a prototype baton-launched net will be demonstrated in November 1998.

Laser Dazzler. The laser dazzler is a green laser light that flashes to disorient the suspect or prisoner. It was developed through the Joint Program Steering Group, and NIJ is funding its safety certification at Phillips Laboratory. After safety certification, a field trial will be conducted.

DoD/DoJ Relationship: The ring airfoil projectile is a DoD-developed device that is currently being upgraded to include pepper spray. Other less-than-lethal technologies are either spinoffs of DoD projects or are being developed in conjunction with the DoD under a recently signed Memorandum of Understanding between NIJ and DoD's Joint Nonlethal Weapons Directorate.

POC: Ray Downs, Ph.D., and Sandy Newett

Title: National Commission on the Future of DNA Evidence Follow-up & CODIS Database Backlog Reduction Program

Description: This is a two year program to eliminate the estimated backlog of half million to a million convicted offender samples for entry into the Combined DNA Index System (CODIS) national database; develop the State and local crime laboratory infrastructure necessary to allow maintenance of the database; consider safeguards with regard to privacy issues; and expand the number of types of convicted felon samples (e.g., burglary) collected for the database.

Impetus: The enormous backlog of convicted offender samples awaiting analysis and entry into CODIS detracts from the utility and effectiveness of the national database. Every day that these samples remain unanalyzed is a day that a crime could be solved by a database "hit," if the offender had been convicted previously.

Impact: This funding will, within two years, enable State and local jurisdictions to eliminate their backlogs, develop convicted offender databases and also to keep up with the numbers of new offender samples submitted. By implementing methods such as mass spectrometry and microchip technology and other high through-put technologies in the labs, forensic DNA samples that now require a day to process for DNA identification will take less than five minutes. A *current* and *comprehensive* database will provide the potential for a greater number of CODIS "hits" and, subsequently, more solved crimes.

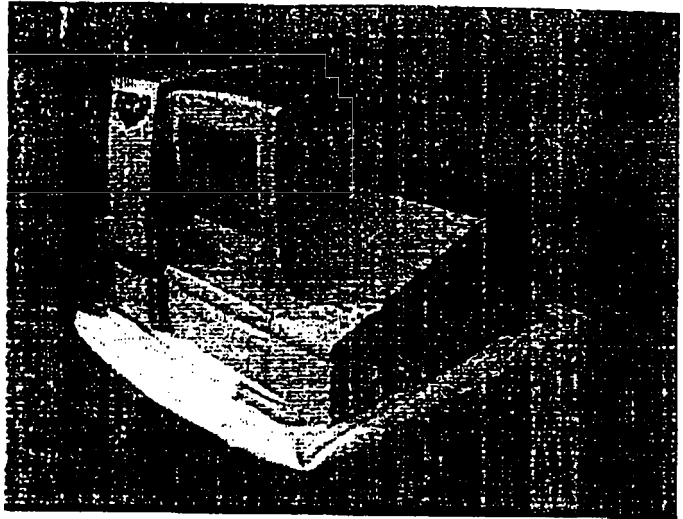
Status: NIJ has requested \$10 million for Fiscal Year 2000 to fund this initiative.

DoD/DOJ Relationship: None.

POC: Lisa Forman, Ph.D.

Title: DNA microchip technology

Description: Electronic (Nanogen) and capillary electrophoresis (Whitehead Institute) microchips can perform DNA testing rapidly and accurately at a low cost. These technologies are amenable to miniaturization, will allow additional genetic markers to be incorporated into the systems, will enable DNA analysis to be performed at the crime scene, and will allow for preliminary results to be obtained in minutes.



Nanogen Prototype Electronic Microchip DNA Testing

Imperus: The need to input suspect DNA profiles into the CODIS database as quickly as possible for identification in order to better identify suspects and exonerate innocent people.

Impact: This development allows for rapid exonerations of uninvolved people and quick identification of suspects which will be identified and apprehended faster, hence closing more cases.

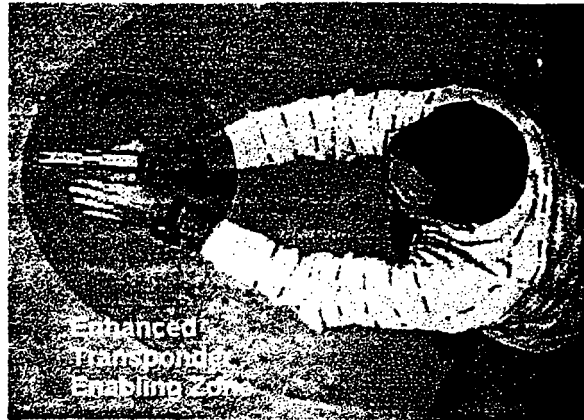
Status: The first generation electronic microchip analyzes already extracted DNA samples in less than 30 minutes for four (of thirteen) genetic markers. The final prototype electronic microchip will extract the DNA from evidence samples, will perform DNA testing on the extracted DNA, and produce a DNA profile in less than an hour. The miniaturized capillary electrophoresis microchip can type four CODIS markers in two minutes at a significant decrease in cost. Phase one allows for the addition of other CODIS markers and will begin the development of a fully automated system.

DoD/DoJ Relationship: DoD has invested funds in the development of the electronic microchip system.

POC: Lisa Forman, Ph.D.

Title: Smart Gun

Description: NIJ has funded an effort by Colt Manufacturing to enhance its second generation prototype Smart Gun: a weapon that will only fire for a recognized user. This weapon employs radio frequency technology. When energized, the gun emits a radio signal, which is received by a small transponder worn by the authorized user and returns a coded radio signal. Upon receipt of the signal, a locking pin is removed from the trigger mechanism enabling the weapon to fire.



Impetus: A review of the past 10 years of the FBI's report on officers killed and assaulted shows that 1 in 6 officers killed annually are victims of their own weapons in the hands of an assailant.

Impact: A Smart Gun would greatly reduce the number of officer deaths due to the officer being disarmed and shot with his or her own weapon. This technology application could be used to allow public safety officials to carry weapons in situations in which they have been typically prohibited from doing so, i.e. jails and correctional facilities.

Status: NIJ, working with the Office of Law Enforcement Standards, the National Law Enforcement and Corrections Technology Center, and two Metropolitan, DC, police academies will develop and conduct an extensive field evaluation program of the Smart Gun and its technology during FY99.

DoD/DoJ Relationship: None

POC: Wendy Howe

Title: Facial Recognition Technology

Description: To develop and integrate facial recognition software with intelligent information search technologies to measurably improve law enforcement investigation capabilities for identifying missing and exploited children and fighting child exploitation on the Internet.

Impetus: With the growth of the Internet there has been an explosion of child exploitation and pornography that law enforcement has not been able to deal with effectively.

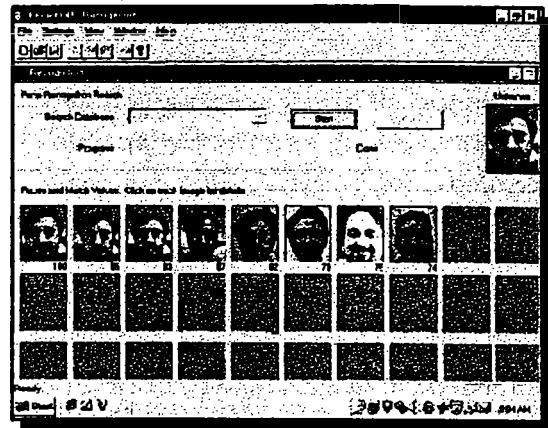
Impact: If successfully developed, this product will efficiently locate, extract, and identify faces from still and video pornographic images and will then search very large databases of missing children and criminals for image matches. This will effectively multiply the productivity of law enforcement engaged in the fight against child exploitation.

Status: The intelligent search modules are in various stages of development and integration with a still photo facial recognition capability. Efforts associated with developing a video facial recognition search capability are just getting underway.

DoD/DoJ Relationship: The DoD has funded the development of still photo facial recognition and a standardized method for evaluating still photo facial recognition. DoJ is currently funding activities that will help standardize evaluation methods of video facial recognition. There may be a joint funding activity in the near future with DoD to establish the standard for video facial recognition evaluation.

POC: Tom Coty

Visionic's Facial Recognition System



Title: Technology Tools for Law Enforcement and Correction Officers Training

Description: This program is developing technologies that will augment the training of law enforcement and corrections officers. By using Computer Based Training (CBT), Video Based Training, Virtual Reality, and Advanced Distance Learning, officers can be trained efficiently, inexpensively, and safely. Each of these technologies will allow learning through realistic operational scenarios at a lower cost and in safe environments.

Impetus: The time and funding to train and retrain law and corrections officers is not always available. Yet, training is of paramount importance to ensure the officers are effective and minimize liability actions.

Impact: The use of technology tools to enhance officer training will allow affordable, safe, and timely training of officers.

Status: NIJ is currently developing an updated version of a generic Bomb Threat Training Simulator on CD-ROM for use by law enforcement and security first responders to a bomb-threat scene. An alpha version of the Weapons Team Engagement Trainer (WTET), a video based team engagement shoot/no-shoot trainer, is currently being used by law enforcement agencies in Orlando, FL. Beta versions of the WTET will be installed in a Sheriff's Department on the West Coast and at a Naval Training site in Orlando, FL. Both sites will be used to train military and law enforcement officials.

DoD/DoJ Relationship: NIJ is currently working with the Naval Air Warfare Center Training Systems Division in Orlando, FL to develop and implement the Weapons Team Engagement Trainer, and assess and develop other technology tools for training.

POC: Sandy Newett and Kevin Jackson

Title: Teleforensic Program

Description: The teleforensic program will evaluate and develop communications and sensor technologies to provide forensic experts with remote access to crime scenes.

Impetus: Because crime scene and forensic experts can not visit all crime scenes in a timely and cost effective manner, remote sensors and communications to crime scenes will enhance the investigations of crimes.

Impact: More crime scene investigations, especially those requiring highly trained experts, will have the benefit of forensic and crime scene experts.

Status: Initial agreements between NIJ, the US Army, and NASA have been signed to demonstrate some of the currently available technologies in mock crime scenes. Crime scene investigators will assess the utility of the technologies and recommend further evaluations and development.

DoD/DoJ Relationship: The demonstration program is being coordinated with the US Army's Medical and Research Command at Ft. Dietrick, MD.

POC: Lisa Forman, Ph.D.



**U.S. Department of Justice
Office of Community Oriented Policing Services**

MORE COPS

DRAFT



Strong, Smart, Effective Policing for the 21st Century

DRAFT

COPS II

Smarter, Stronger, and Effective Law Enforcement for the 21st Century

BACKGROUND

During his 1994 State of the Union address, President Clinton pledged to put 100,000 additional police officers on the streets of America. The Violent Crime Control and Law Enforcement Act of 1994 authorized \$8.8 billion over six years to fund the 100,000 officers and – equally as importantly – advance community policing nationwide.

Just four years later, more than 88,000 police are being funded. More than 88 percent of America's law enforcement jurisdictions are receiving COPS grants. In fact, the initiative is such a success, that during the recent Congressional debate on the 100,000 teachers legislation, the COPS operation received glowing praise in the press and from lawmakers alike. (The few grumblings by COPS opponents in Congress were quickly attacked by national law enforcement groups.)

The COPS Office is widely lauded in the law enforcement field for its customer-service and its efforts to date. With the scheduled sunset in 2000, communities and law enforcement agencies are beginning to ponder out loud the future of community policing without federal resources.

COPS: IT'S WORKING

Unlike most programs launched with great fanfare in Washington, Americans can see the additional police – and the effects of their presence – every day. Aside from the dramatic decrease in the crime rate, improvements in quality-of-life issues also make community policing attractive. Community policing has made a difference in more than 11,300 communities and sparked the renaissance of major urban centers.

From the policy and political perspective, community policing bridges the gap between punishment and prevention: a potent political combination. It eliminates the false choice of choosing between prevention or punishment, shifting the debate away from the traditional "midnight basketball vs. more prison cells" argument. (Although community policing initially had a rap of being "soft," that has fallen by the wayside as the practice matures and its success is proven.)

Some of the leading advocates of community policing are valuable politically. The law enforcement community supports community policing because it adds to their membership, increases their presence in their municipality, and makes them more visible players in community government. Legislators, including Mayors and City Councilors, support it because it provides them with the opportunity to point to examples of a program they support that every voter is familiar with. And criminal justice experts like it because it works.

COPS II: THE NEXT STEP

To be viable, the next phase of the COPS program must pass several tests:

- It must be seen as the logical next phase to complete unfinished work... not just another program for the sake of extending the program;
- It must not be viewed as a permanent federal entitlement program but rather another innovative initiative with a limited focus and life span;
- It should not be another "blockbuster" program but rather a more focused and scaled down effort... half the cost of the existing program.
- It must be able to pass political muster in the new Republican Congress yet not be a block grant program; and
- It must build on the success of COPS by maintaining its support base among the law enforcement community, Mayors, and existing supporters on the Hill.

COPS II should be an initiative that helps law enforcement build strong and safe communities in the next millennium. How can it do that? Several ways, many of which are rooted in the existing COPS program.

THE VISION FOR COPS II

While most of the attention the current COPS program has been directed at its hiring program, the groundwork for providing what the new 100,000 police need to be effective is a large part of our effort.

As its major focus, COPS II would focus on making police stronger by making them more effective. That means providing police – and communities – with the tools they need to do their job.

As with all other professions, technology is rapidly being integrated into community policing. Yet many departments, steeped in tradition, have not made the leap to utilize the new tools – which range from laptops in patrol cars that allow police to make reports easily and identify problems to sophisticated computer mapping systems to target crime-fighting efforts.

In most law enforcement circles, the transition to "technocop" is underway. But in many parts of America, many departments still do not have a computer nor Internet access. COPS II should bridge that gap and have 100,000 *well-equipped and trained* officers on the beat.

Forming public/private partnerships to educate the community about these technologies is a viable option. Private sponsorship of many crime-fighting efforts is underway in many cities; accelerating these efforts on a national scale so that technology is widely accessible beyond the life of the COPS II program should be a priority of every initiative launched under COPS II.

- **MORE COPS**

Although studies show that the COPS program has contributed to a significant increase in police presence across the nation, at the end of the program there still will be many communities seeking federal assistance to increase their force size. An analysis of requests for COPS-funded officers projects that COPS II will fund ____ officers.

In addition, many communities are facing budgetary challenges in retaining the officers funded through COPS on the beat. We are already seeing an increase in the number of communities requesting financial assistance, particularly those in areas with distressed economics or where natural disasters have affected budgets.

One initiative would focus on assisting communities in keeping their police on the beat. In addition to retention workshops and education programs, COPS II could offer grants linked to economic benchmarks (e.g. Empowerment Zones/disaster aid) to keep police on the streets in areas that need them the most.

- **DEVOLUTION OF FEDERAL ROLE**

The rise of community policing was developed and driven by forces at the local level. The COPS Office has been a catalyst, fostering the acceleration of community policing. At the conclusion of COPS II, there will have been nearly a decade of federal commitment. At that time, nearly all federal funding can be eliminated and programs devolved to a quasi-government agency (such as OPIC). This offshoot will be developed to provide training and assistance to law enforcement agencies on a nation-wide basis.

- **COPS TECH**

The immense popularity of the COPS MORE program is an example of the demand for this technology. COPS MORE continues to be one of the most popular programs the Office operates – more than three times as many applications were filed for COPS MORE funding last year than we could fund. This program replaces officers stuck in station houses typing reports with technology that lets them spend more time in the community – technology that helps sworn law enforcement officers do their jobs quicker and more effectively. Program funds also can be used to hire civilians to do desk jobs so officers can be redeployed in the field.

One main component of COPS II would be an improved COPS MORE grant program. The argument is simple. Technology prevents crime. It makes communities safer. And the new century demands more sophisticated weapons to fight more complex crime problems, ranging from terrorism to drugs.

COPS II also should focus on training, education, and funding of more sophisticated systems to introduce crime mapping to every city. The number of law enforcement agencies utilizing this technology still is small; a national effort to promote their use would again show that we are making communities stronger in their fight against crime.

- **PROBLEM SOLVING PARTNERSHIPS**

The experience of the Problem Solving Partnerships and School Based Partnerships programs indicate that there is a significant need for computer equipment and trained personnel to undertake problem solving analysis. The proper equipment and training would allow law enforcement agencies even more success in applying the SARA model to specific problems of crime and disorder. In addition to grant programs similar to PSP and SBP, COPS II should offer training for officers in computer analysis.

Another option is to reward innovative communities that are showing results that should be replicated throughout the nation with innovative policing grants. Much like the existing School-based Partnership program, we could continue to fund efforts that focus on *community-wide solutions* to problems, including hiring grants for police trained in specialties (domestic violence, substance abuse, gang violence, school-related crime, hate crimes, domestic terrorism). Grants also should be provided for citizen policing academies to foster community policing in municipalities large and small.

- **NATIONWIDE 311**

Another visible example of ways to make our communities more effective is additional promotion of the 311 program. This non-emergency number is only used by a handful of communities nationwide. Yet it is near the top of the list of suburban and urban law enforcement agencies as something they'd like to implement to become more efficient. Federal assistance to push for nationwide 311 implementation through grants and education programs is a logical next step for the COPS office.

From a political perspective, it would be difficult to oppose giving law enforcement the tools they need. It should be noted, however, that the COPS MORE program was not popular when the Crime Bill initially was written. The major police groups wanted more police members – not computers. That resistance has abated, however, with the major gains made by hiring 100,000 new officers. If technology is not used to “replace” police in any counting of numbers, there would be little – if any – opposition.

- **COPSNET**

Over the years COPS has seen innovative and effective crime prevention efforts from across the country. As law enforcement agencies are becoming wired for the 21st century, COPS II should oversee the development of a national network with video conferencing capabilities for the sharing of these best practices. By the time COPS II is established the Internet will be even more prominent and user-friendly. Using this technology, a virtual library and meeting place should be established to allow law enforcement agencies from across the nation to work with each other to combat crime and disorder. COPSNET would allow next week's What Works Conference to be an everyday occurrence.



***Office of Community Oriented
Policing Services
U.S. Department of Justice***

***COPS II
INITIATIVE
PROPOSALS***

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EXECUTIVE SUMMARY

Divider Title: _____



U.S. Department of Justice

Office of Community Oriented Policing Services

Office of the Director

DEC 18 1998

MEMORANDUM FOR THE ATTORNEY GENERAL

THROUGH: THE DEPUTY ATTORNEY GENERAL

THROUGH: THE ASSOCIATE ATTORNEY GENERAL

FROM: JOSEPH E. BRANN, DIRECTOR
COPS OFFICE

SUBJECT: COPS II Legislative Proposal: Smart and Effective Policing
for Healthy and Safe Communities in the 21st Century

As COPS moves closer to accomplishing its goal of funding 100,000 additional community policing officers, we are exploring, with our customers and other stakeholders, what we have accomplished as well as what needs remain to be addressed in the law enforcement community. Over the past year, COPS has held focus groups, sponsored conferences, and consulted with leaders in government and policing - all in an effort to guarantee that the gains made by local law enforcement in reducing crime, enhancing communities and improving efficiency during this Administration will not be lost in the years to come.

Not surprisingly, our cross-section of stakeholders identified your priority - and our operational mandate - for serving local law enforcement *directly* as being the cornerstone of COPS' success. Our reputation for quality customer service and less bureaucratic operation was validated. We were recognized for both listening and being responsive to the needs of our constituents. But we also learned that the law enforcement community feels strongly that a continued partnership between the Justice Department and local communities would have a substantial and profound influence on the continuing evolution of community policing. The initiatives that follow are a direct outgrowth of our contact with law enforcement, and we have designed them keeping in mind lessons learned in our four years of existence.

The funding of nearly 100,000 additional community police officers has been a boon to communities across the country. Often understaffed, law enforcement agencies are enjoying new successes due, in part, to both more officers on the street and the expansion of community policing efforts. Although crime rates are dropping, we all believe that more can and should be done. The American policing community continues to search for ways to make itself smarter and more effective on the beat,

and enlist local government and citizens in building healthy and safe communities that are supportive partners in the effort to reduce crime and improve the quality of life. COPS II addresses these needs with a two-pronged strategy: enhancing *Smart & Effective Policing* and building *Healthy and Safe Communities*.

Smart & Effective Policing takes the next step in strengthening law enforcement by capitalizing on COPS' original investments in two key areas: technology and hiring. Law enforcement's top priority entering the 21st century is clearly technology. COPS originally tied technology purchases to officer redeployment to meet our commitment to fund 100,000 officers, but departments across the country continue to be stymied by a lack of technological infrastructure, much of which could not be funded under COPS MORE. Investments in computer technologies, along with the development of more sophisticated crime-fighting and community building tools, such as improved management information systems, crime-mapping technology and 3-1-1, will help ensure that departments are appropriately equipped to effectively respond to crime, service demands and constantly changing expectations. In addition, some communities still suffer from inadequate staffing, necessitating both targeted hiring strategies and vigorous recruitment efforts to attract a more diverse and qualified pool of officers devoted to the community policing philosophy.

We have learned also that an investment in law enforcement will not realize its full dividends unless accompanied by an investment in the community. *Healthy and Safe Communities* will support the institutionalization of ever-stronger partnerships between police, citizens and other key service providers to deal with specific crime-related issues. Among these, the top priority is fighting crime in schools, not just because our children deserve a safe environment in which to learn, but also because positive involvement at an early age with the community and law enforcement is the key to a crime-free community in the next generation. Simultaneously, we must engage our communities to deal with the seemingly intractable problems of drugs and drug-related crime. Community policing strategies have shown promise in this area, and our stakeholders feel keenly the need for resources and innovation. Additionally, law enforcement is realizing that they have often left out two critical partners in their community policing efforts - corrections and the victim community.

You will find that despite the diverse areas addressed in COPS II, there is a common theme. Second only to the need for technology is the need to deliver community policing training and skills to a larger pool of officers and stakeholders, including counterparts in the criminal justice system and community members themselves. *Healthy and Safe Communities* does include a specialized training program, built on

the success of COPS' Regional Community Policing Institutes. In addition to training needs, I believe it is essential that technical assistance and evaluation components be made a part of every initiative. Training and evaluation are needs that will never be fully met, but law enforcement has repeatedly told us that these resources have been instrumental to their success and their ability to bring about continuous performance improvement.

To conclude, these proposals have been engineered in the spirit of COPS' values and mission, and are a result of our continuing commitment to innovate and respond directly to the needs of law enforcement. Additionally, these proposals have been designed to be consistent with COPS' scheduled sunset as the success of these initiatives is not necessarily predicated on the existence of COPS. I believe, however, the fruition of these initiatives will depend on the continued vitality of COPS' values, goals and philosophy.



U.S. Department of Justice

Office of Community Oriented Policing Services

Chief of Staff
Office of the Director

MEMORANDUM

TO: Mary Lou Leary, Deputy Associate Attorney General

FROM: Teri Black, Chief of Staff

DATE: December 9, 1998

SUBJECT: COPS II Legislative Proposal Priorities
Smart & Effective Policing for Healthier Communities in the 21st Century

Per your request in relation to preparing the Attorney General for her meeting at the White House tomorrow, we have prioritized the initiatives that comprise our legislative proposal for the 106th Congress. They are as follows:

1) Meeting Law Enforcement's Technology Needs/COPS Tech

Based on experience and what COPS has heard from the field, there continues to be an overwhelming need for technology. The demand for technology can be exemplified by the response to the MORE 98 program for which we received over 3,000 applications for needs exceeding \$760 million. Due to legislative limitations, we were only able to fund \$266 million in FY1998 and anticipate awarding approximately \$260 million in FY1999 under the same solicitation.

Local law enforcement agencies need to enhance their sophistication to deal with increasingly complex crime. This can only be done through technology. Under *COPS Tech*, police and sheriff's departments would receive direct financial assistance and technical guidance to purchase technology which they determine would make them more effective in their community policing efforts. Such technology could include crime mapping systems, equipment to facilitate virtual investigations, having real-time access to digital mugshots as well as basic PC systems or facsimile machines that many agencies (mostly small, rural) still do not have.

2) Fighting Tomorrow's Crime Today Community Policing for School/Youth Violence Prevention

Mayors and police chiefs across the country have indicated their desire to dedicate more attention and resources to community policing efforts related to school and youth violence prevention. The U.S. Conference of Mayors has made the challenge a top priority. Funding under this initiatives would support the investments COPS has made to date with respect to building bridges between law enforcement and school communities. Neither schools nor law enforcement can conquer youth-related crime alone. An expansion of COPS previous *Problem Solving Partnership* initiatives, this program

would provide resources to support local law enforcement's role in coordinating collaborative problem solving strategies that involve community stakeholders via a collective effort to fight school-related crime and quality of life issues. Stakeholders could include, but are not limited to, business, mental health and medical professionals, schools, parents, service and volunteer organizations, Police Athletic Leagues, colleges and universities as well as local and state elected officials. Funds could be utilized for technical assistance and expertise in designing a sound collaborative effort around a school crime issue. The goal would be to empower communities through training and information sharing so they are better equipped to work together, thereby maximizing their own collective power and leverage resources available to them at the local level.

3) Fighting Tomorrow's Crime Today

Community Policing to Combat Emerging Drug Markets

Congress has shown its concern about emerging drug markets, such as methamphetamine, the last two fiscal years by dedicating a significant amount of COPS funds to address this issue. The expansion of the meth problem in particular has forced many mid-western states and rural communities to deal with the challenge despite being ill-equipped and unprepared.

Funding under this initiative would support education, training and technical assistance for law enforcement/criminal justice & community partnerships.

4) Community Crime Fighters

Community policing training for law enforcement professionals (all levels) and community members was identified as a high priority by leaders in the profession and police groups. COPS has already created a localized training delivery infrastructure through its Regional Community Policing Institutes. In order to strengthen the health of communities, citizen participation must be increased. To be successful, we must equip them with knowledge and tools to be effective partners.

To truly realize the potential of community policing, we also must continue to train all levels of law enforcement if COPS' Phase I investments are to reap long-term and possibly permanent benefits. The field has been explicit about the need for training at all levels -- from line to leadership. By expanding the role of the Regional Community Policing Institutes to facilitate the formation of Community Partnership Centers (CPC), both citizens and police will have the resources to be effective in their localized problem solving efforts.

\$65 Million (\$1.5M for 30 RCPIs, \$7M for the Community Policing Consortium, \$13M discretionary for training and technical assistance initiatives for law enforcement & communities)

5) The National 311 Non-Emergency Number: Solving the 911 Emergency

The implementation of community policing helps agencies move away from being completely reactive -- running from call to call with little or no time for prevention or proactive activity. Much of this reactive time can be attributed to responding to 911 calls that are not true emergencies. With the advent of our technologically advanced society, people want easy access to public services and information. 311 provides them that access and alleviates the unnecessary but unavoidable burden on 911. The existing emergency system has been extremely effective in saving lives. 311 aims to keep it that way and will provide an easy alternative for citizens desirous of getting in touch with their law enforcement agency or local government.

COPS II would offer financial and technical assistance for 311 implementation by supporting the varying needs for technology and equipment in the interest of improving overall call management and increasing the amount of time officers have to engage in community policing.

\$100 Million (\$250K-1M to fund 150 sites, 5 demo sites @ \$1.5M, balance to support implementation technical assistance)

6) Fighting Tomorrow's Crime Today
Community Policing/Corrections Partnerships

The addition of over 45,000 cops to America's streets has had a significant impact on crime as well as the criminal justice system. In the second phase of COPS, DOJ will seek to address the impact on probation, parole and the courts. Strong partnerships between police and probation/parole have proven to be highly effective in reducing both recidivism and crime. COPS II will support the implementation of pilot efforts that involve police-probation/parole-community partnerships, building valuable bridges between two historically distant disciplines. Recognized effective efforts such as Operation Night Light in Boston and SMART in Redmond, WA provide excellent examples of the gains that can be made through such efforts.

This Phase II program would provide funding to develop new pilot efforts based on successful models across the country. In addition, funding to offset the cost of dedicating community probation and parole officers as well as for community prosecutors to such pilot efforts would be provided.

7) Smart & Effective Policing
Targeted Hiring, Targeted Retention, Recruitment

A small portion of jurisdictions that hired officers with grants in the first phase of the program will have difficulty meeting the retention requirement due to unforeseen fiscal crises. COPS will allocate *\$25 million* for agencies facing such circumstances.

The leadership of the police groups have expressed the need for Federal assistance in the area of recruitment in the interest of securing a diverse and qualified workforce. To fund a coordinated national effort which would include the provision of training, COPS would dedicate *\$5 million*.

Lastly, a number of communities continue to suffer from unacceptably low levels of police presence. Not only are many of our nation's most troubled neighborhoods inadequately staffed by sworn officers, a myriad of populations such as youth continue to be insufficiently addressed. The Targeted Hiring Program will supply police and sheriff's departments with the funds necessary to hire additional community policing officers. These officers will be placed in traditionally disadvantaged or "hot spot" communities to continue the already successful approach to increasing officer presence. *\$300 million*

8) Fighting Tomorrow's Crime Today
Community Policing to Reduce Repeat Victimization

As a complement to the proposed approach to reducing recidivism, COPS II will include an initiative that addresses repeat victimization. Studies show that a disproportionate number of crimes are perpetrated against the same victims. This initiative will also support alternatives to breaking the cycles associated with family violence. Fifty demonstration sites (\$500K each) would be supported; each would require law enforcement, victims and community-based organization partnerships. Additional funds would support technical assistance and conferences in collaboration with OVC.

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COPS TECH

Divider Title: _____

COPS II TECHNOLOGY PROGRAM

COPS TECH –

The Need

To date, the COPS MORE program has been the primary impetus for several thousand agencies to begin using information technology while “on the street.” In addition to being able to efficiently dispatch calls for service, access NCIC or other information sources, and communicate covertly with other police vehicles, police are using mobile data computers as problem-solving and crime analysis tools. To maximize proactive use of these computers, police must be equipped to access records management and calls for service databases and map patterns of residential burglaries, perform analysis on repeat calls for domestic violence, view hotspots of police calls for service, or produce statistics on drug related arrests in a neighborhood. In order to provide that level of operability, mobile computers must be networked with police systems and equipped with mapping and crime analysis software. Additionally, to advance the participation by the community in crime prevention and problem solving, these resources should be available to the public in libraries or other public places.

Relationship to Community Policing

Community policing represents a modified approach to policing that redefines, extends, and expands on the traditional methods of law enforcement. These new approaches are coupled with the increasing information needs and demands placed on policing agencies and their personnel. Given the greater emphasis on such areas as community interface, problem orientation, and strategic management within police organizations, there is a growing demand from the police community for technology resources to best address these emerging information needs. With the proliferation of high-technology innovations for police in the last decade, including more powerful hardware, software, and network applications, these emerging needs can now be met. Technology funded under COPS TECH will allow law enforcement agencies to deliver more efficient and effective service to the communities they serve.

Program Characteristics

The proposed COPS II Tech program would continue to meet these and other emerging police technology needs. Unlike the COPS MORE program, COPS II TECH funds will not be tied to officer redeployment, thereby allowing agencies of all sizes to meet their specific needs regardless of their core infrastructure or current staffing levels. The following section outlines three programmatic areas that can be addressed with COPS II TECH funding:

- **Community Policing Information Systems Planning and Expansion Project**

The Community Policing Information Systems Planning and Expansion Project will provide funding to police organizations to meet several technology modernization objectives. Objectives could include the employment of state-of-the-art technology to improve information flow both within police organizations and with their external customers, and the provision of real-time access to fully integrated information databases required for field operations, investigations, problem analysis, and strategic management/resource allocation. This program will provide agencies with the resources to first identify technology needs with a built-in needs assessment component, and the provision of funds to acquire and implement an expanded technology infrastructure that would include the hardware and software to achieve the agencies' modernization objectives.

- **"A laptop in every cruiser and a kiosk in every library" project**

"A laptop in every cruiser and a kiosk in every library" would provide laptop hardware, networking hardware, other systems requirements, crime analysis and mapping software, technology planning consultants, needs assessments, training, and technical assistance to departments willing to install laptops into police cruisers, substations, libraries and other public places. Small departments or departments that may not have the need for infrastructure to support linking information systems are still in a position to benefit from the use of laptops and would be supported under this program.

- **Technologically-Enhanced Arrest Processing Systems Project**

The recent technological innovations developed to assist law enforcement agencies have also included advanced applications that support the arrest processing function. Such technology applications include automated fingerprint identification systems (AFIS), digital mugshot photographic imaging, and automated booking systems that capture all relevant arrest information in a paperless environment. These tools not only reduce the excessive time and effort expended by personnel during the booking process, but capture the relevant information in a manner that allows easy access. In many policing agencies nationwide, detective bureaus are utilizing these automated systems to identify suspects via mugshot and fingerprint databases in a fraction of the time. In fact, there are currently state-of-the-art products available that can extract digital photographic images from a database containing several thousand cases by simply querying on facial or cranial characteristics.

Since the COPS II Technology Project is not intended to be "one size fits all" and would serve the diverse needs of a variety of law enforcement agencies, grants will vary. However, grants should typically range between \$25,000 for small agencies to several million dollars for large agencies. COPS II Technology Programs would also provide an ideal funding opportunity for consortiums interested in merging resources for the development of cross-jurisdictional network infrastructures. The number of agencies that could be funded and the size of the awards would vary based on several factors including the size of the department, the informational needs of the agency, and the type of technology that would be funded.

Under the MORE 96 program, the COPS Office funded 1,093 agencies for \$190,816,780 in technology and equipment. In the first round of MORE 98, COPS funded 484 agencies for \$197,428,866 in technology and equipment. Based on these figures, it is estimated that we could fund approximately 2,500 agencies with \$450 million under the COPS TECH program. For example, if the average level of funding for a large agency is \$500,000, and the average level of funding for a small community is \$100,000, we could potentially fund 450 large jurisdictions and 2,250 small jurisdictions.

Fundable items under this program may include network hardware and software, CAD/RMS systems, GIS and mapping software, other support hardware and software (including laptops, personal computers, database/crime analysis software w/development costs), external consultants to conduct needs assessments, and technical assistance providers. Additionally, funding will be provided for recent high technology innovations to assist law enforcement agencies including advanced applications that support the arrest processing function. Such applications include automated fingerprint identification systems (AFIS), digital mugshot photographic imaging, and automated booking systems that capture all relevant arrest information in a paperless environment.

Although the primary focus of the COPS II Technology program will be developing information systems technology, specialized funding programs to support innovative technologies such as weapons detection systems, video conferencing systems, communications equipment, and advanced surveillance equipment will not be ignored.

The COPS Tech Initiative will be a discretionary grant program with an open solicitation. All law enforcement agencies who can demonstrate a commitment to community policing and a need for information systems technology will be eligible to apply. To encourage local commitment, a 25% local match approach will be required. Unlike COPS MORE, the criteria for funding should not be tied to redeployment. Instead, funding will be focused on an assessment of the needs of each agency based on such factors as their current technological abilities, systems integration needs, and demonstration of how technology will enable them to better employ the concepts and practices of community policing within their agency.

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SCHOOLS / YOUTH

Divider Title: _____

COMMUNITY POLICING FOR SCHOOL SAFETY

Police and Schools Succeeding (PASS) –

The Need

Recent violence in and around schools has focused public concern on the safety and security of our nation's youth. As a result, the public is demanding a response from law enforcement to this problem. **Police and Schools Succeeding (PASS)**, a COPS II school/youth violence prevention and reduction grant, will further promote community policing, partnerships, and collaborative problem solving to address crime in and around schools.

In addition to the media accounts portraying crime on school campuses, a recent survey of school principals and disciplinarians for the school year 1996-97 indicated that crime in schools is a major public concern. More than half of U.S. public schools reported experiencing at least one crime incident during the year. Further, one in ten schools reported at least one serious violent crime.

Of these crimes, physical attacks or fights without a weapon were most commonly reported (190,000 incidents). In addition, about 116,000 incidents of theft or larceny were reported along with 98,000 incidents of vandalism. Serious violent crimes were reported less frequently, with schools reporting about 4,000 incidents of rape or other type of sexual battery, 7,000 robberies, and 11,000 incidents of physical attacks or fights in which weapons were used. According to the National Center for Education Statistics, principals say that the most serious disciplinary problems center around student tardiness, absenteeism, or class cutting, and physical conflicts among students.

Although serious incidents of violence such as the tragedies in Jonesboro, Ark., Pearl, Miss., and other places are rare, crime and disorder plague schools nationwide. Providing a safe learning environment for our children is key to building a stronger, safer, healthier community.

Relationship to Community Policing

The COPS Office has demonstrated its commitment to reducing crime and promoting student safety in and around schools. In 1998, COPS announced 155 School-Based Partnership grants to assist police departments, schools, community groups, and students in their attempts to apply problem solving to a crime or public safety concern affecting a target school or schools. These grants focus the attention of multiple stakeholders on analyzing the factors contributing to the problem, developing tailored responses, and assessing the impact of those responses. These efforts will address many of the concerns of students, parents, teachers, principals, and police.

The COPS Office with a second program in FY99 focused on school safety and violence prevention. This initiative will again promote problem solving to address youth crime and disorder in communities and schools. Grantees may receive resources for technology, partnerships, and training to enhance their problem-solving abilities. In the future, the COPS Office may fund school problem-solving demonstration centers to assist departments and communities in building partnerships and using problem-solving models.

As demonstrated by COPS grantees, community policing is being used to address school-related concerns. COPS II will build upon the successes of these and other COPS grants to provide the "total package" in funding opportunities for police, schools, and communities to assure community health. Under PASS, policing agencies can further implement community policing to develop comprehensive strategic plans for addressing school crime and safety. PASS will foster collaboration, crime prevention and reduction, and enhance student safety in and around schools.

Program Characteristics

PASS will provide funding for policing agencies to partner with schools and community organizations to address problems of school crime. Agencies will be required to partner with county or city-level boards of education to address crime and safety issues in and around schools. PASS grants will be used to target a specific school or group of schools or to address crime or safety problems in a larger school system.

Under this initiative, the partnerships forged between policing agencies, school boards, and social service agencies will be required to apply problem-solving techniques in the target schools. These comprehensive grants will address a broad spectrum of crime and safety problems experienced by communities. They also will address the policies that affect how the police, communities, and schools work together. By working together, police, communities, and schools will foster community health and make school environments safer and more conducive to student learning. Grantees may choose to focus on violent crime or on the "broken windows" that affect schools and the neighborhoods in which they are located. In keeping with the tenets of community policing, PASS grants will focus on crime and rectifying the decline or decay that can facilitate its occurrence.

PASS grants will be open and competitive. To be eligible for funding under this two-year grant program, agencies must submit a justification that:

- delineates the city's/county's experiences with juveniles and crime and disorder in schools, including a review of juvenile violence and crime rates;
- demonstrates the formation of a collaborative team of stakeholders that includes parents, students, mental health professionals, youth advocates, and representatives from other social service and policing agencies within the geographical area being considered; and
- includes a proposal for how funds would be used to analyze identified problems.

Once selected, grantees will be required to work with COPS II to develop strategic plans that focus not only on the development and outcomes of the team during the first two years of funding, but also on a longer-term five-year plan and goals for the collaboration. PASS grantees will be encouraged to build upon the strength of their collaboration to be creative in their strategic plans.

Levels of funding will consider general and student population sizes and the quality of the proposed project, strategic plans, and budget. Agencies can receive up to \$2 million. Based on the experiences of the COPS Office, the primary grantee pool consists of 10,000 policing agencies; it is estimated that up to 500 agencies would be accepted under this initiative.

Under PASS, agencies may use funds for a variety of programmatic areas.

- *Hire School Resource Officers (SRO).* Under PASS, agencies will be required to provide a monetary or in-kind match to funds provided by COPS II for hiring SROs.
- *Hire project staff.* Grantees will be encouraged to hire a program manager to facilitate the various aspects of the grant program. Additional staff including crime analysts, administrative personnel, and research assistants may be funded.
- *Fund overtime for police and SROs for project activities.*
- *Provide stipends to stakeholders including, students, parents, teachers, and community representatives for project activities.*
- *Train SROs, school personnel, parents, students, and other stakeholders in problem solving, community policing and school-based issues.* Funds can be used to hire consultants and to pay registration and travel costs to participate in training opportunities.
- *Obtain technical assistance on problem solving, community policing, partnership building, crime analysis, working in schools, and other related topics.* Grantees will work with COPS II to assess technical assistance needs.
- *Purchase equipment and technology to assist problem solving and information sharing.*

In addition to these items, COPS II will provide funds to PASS grantees to contract with researchers to conduct a process and outcome evaluation. This information will be disseminated to schools and policing agencies across the country to foster the development of partnerships, strategic planning, and problem solving throughout the country. By widely disseminating information on these initiatives, COPS II will be a driving force behind building healthy schools and communities across the country.

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DRUGS

Divider Title: _____

FIGHTING TOMORROW'S CRIME TODAY

Community Policing to Combat Emerging/Stabilized Drug Markets

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The Need

Congress has articulated a clear concern about the spreading methamphetamine markets and production facilities by dedicating a significant amount of COPS funds to address this concern in the west of the U.S. However, much can still be accomplished by focusing on other more widely abused drugs including alcohol, marijuana, cocaine, and heroin. In fact, many COPS methamphetamine grantees indicated that other drugs are also impacting their communities. These drugs are continually contributing to the decay of cities and the disruption of community cohesion. Many of these drug markets are firmly established within communities of all sizes and all demographic characteristics.

Relationship to Community Policing

Police agencies benefit from programmatic flexibility that allows them to target locally-abused drugs that can often vary from one jurisdiction to the next – or even among neighborhoods. Police officers need to be provided with adequate tools for attacking such firmly entrenched markets and for eliminating emerging or unstable markets. Community policing strategies, by design and definition, focus on stabilizing communities, enhancing partnership development between police, local businesses, and citizens, and identifying long term solutions to perpetual problems such as established or emerging drug markets. COPS II will utilize efficient and effective community policing strategies combat emerging drug markets.

Program Characteristics

The **Drug Reduction and Outreach Program (DROP)** project would focus on several measurable objectives. Of primary concern would be the reduction of available drugs in communities and the eradication of the crime and violence associated with the drug problem. The DROP/REDUCE program would build upon the efforts of previous COPS programs addressing drugs and drug-related violence, while expanding the scope of our assistance to many additional communities with severe drug problems.

Similar to the COPS Problem-Solving Partnerships Initiative, the program would require the building of partnerships between the police and community or other non-police government organizations to tackle the drug problem from multiple perspectives. These partnerships would ultimately lay the foundations to support comprehensive local drug strategies that would include both enforcement and prevention oriented components. Potential partnering organizations may include probation/parole agencies, state or federal Drug Courts, community-based

organizations, social service providers, drug treatment centers, or community development/business alliance organizations.

The development of effective community policing/problem solving partnerships and strategies for addressing drug markets and focusing on long term solutions to drug problems should include long term planning and well-conceived analytical approaches. Such planning and subsequent intervention strategies necessitate the utilization of emerging technologies and require adequate levels of training, technical assistance, and expertise.

- **Type of grant process/program**

Clearly, a COPS II Drug Reduction Program would be useful for all communities with drug concerns that engage in community policing strategies to address those problems. An open solicitation would serve all such communities and would be available to all police agencies that are currently eligible for COPS funding. However, COPS II might expand on the potential pool of applicants by including probation officers and prosecutors (either as primary grantees or as required partners) since both of these entities are also severely impacted by the national drug problems. Partnership development with other criminal justice or local organizations (drug treatment centers, drug prevention programs, hospitals, code enforcement entities, etc.) should be a primary element of the programmatic criteria.

In addition to an open solicitation program, a targeted approach that focuses on those communities with the most extensive drug problems should also be seriously considered. Our recent experiments with the Youth Firearms Violence Initiative, the Anti-Gang Initiative and the Distressed Neighborhoods Pilot Projects have demonstrated our ability to merge multiple data sets in order to empirically identify cities with the most serious problems. Many national data sets are available from other DOJ components (including NIJ, DEA, FBI, BJS) that could be used to pinpoint communities that are continually devastated by emerging and stable drug markets. Merging such information sources would allow COPS II to allocate resources to the communities with the greatest needs in an efficient manner.

- **Number of agencies funded, special projects, allowable costs**

We recommend devoting \$120 million to an open solicitation program. The purpose of a competitive program is to provide funding opportunities for all agencies (regardless of size) that provide narratives detailing the use of innovative and preventative community policing techniques with partnering organizations to address drug related crime and disorder. Funding eligibility would be linked to the magnitude of the drug crime problem, agency and/or population size, and quality of the proposed intervention strategies. It is also important that special projects such as demonstration sites, innovative

problem-oriented strategies, and other less-traditional approaches to the drug problem be given special consideration. Grant amounts should typically range between \$100,000 for small agencies and \$500,000 for large agencies.

We recommend devoting \$30 million to a targeted program. The focus of the targeted program would be to provide support for "the most drug-infested areas" of the country. Having identified the most drug-infested jurisdictions, funding eligibility would be linked to agency and/or population size and quality of the proposed intervention strategies and partnerships. Once again, it is important to give special consideration to projects that link multiple partners and facilitate coordinated problem-oriented solutions, and other less-traditional approaches to drug problems.

Agencies would be encouraged to request allowable items that fall into the following categories: equipment/supplies, travel, personnel, and technical assistance/training. Equipment types may vary from information technology tools for analytical purposes to more traditional enforcement-oriented tools including surveillance, communications, and investigative technologies. Travel to cluster conferences or analysis seminars would be appropriate funding options. Potential personnel options may include in-house prosecutors, on-site consultants, local evaluators, or other civilian support staff. Technical assistance options may vary from problem solving and community partnership/coalition building to clean up procedures for Methamphetamine lab closures, crack house clean-ups, CPTED or civil code enforcement. Training and technical assistance would need to be integral components of the grants throughout the grant period, which should extend to two years or more. Each item request should have a direct/indirect link to the community policing efforts developed by the departments and their partners.

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COMMUNITY CRIME FIGHTERS

Divider Title: _____

Training and Technical Assistance for COPS II

The Need

The COPS Office has supported training initiatives that have trained approximately 30,000 police officers, community members, mayors, city managers, drug court judges and community safety teams in community policing. In addition to providing community policing training for constituencies responsible for community safety, more 200 training products have been developed and are available for dissemination. Through these initiatives, an archive of training information has been developed that did not exist before COPS funding.

Central to this massive educational effort is a nationwide training and technical assistance delivery system created by COPS Office training and technical assistance initiatives. The Regional Community Policing Institute Program (RCPI) created a new platform for community policing training which has been quite successful in its first year of operation and exceeded all expectations. Based on this track record, COPS II features a training and technical assistance component be incorporated into all future funding initiatives.

This new strategy is based on the success of the institutes as well as on comments from the field which continue to identify training and technical assistance as a priority. Support for this commitment will be flexible and will occur either through existing training initiatives or through contract services.

The proposed COPS II Training and Technical Assistance Program will reach even broader audiences, ensure full implementation of community policing, and advance community governance. It will do so by expanding on current initiatives and by creating a new initiative that specifically focuses on the community part of community policing.

Program Characteristics

COPS II proposes to expand the training and technical assistance activities currently provided by the institute program. We will continue to fund 30 institutes but will increase the current ceiling up to \$1.5M per institute. Building on the existing RCPI infrastructure, the increase in funding will enable each institute to create satellite Community Partnership Center(s) dedicated to strengthening collaborative community partnerships that are critical to advancing community policing. In addition to general training and technical assistance functions, these satellites will offer training scholarships for community members in order to facilitate increased collaboration between citizens and police and to enhance localized problem-solving efforts.

- **Technical Assistance Mentor Hub Sites**

In 1995, the COPS Office assumed responsibility for the Community Policing Consortium (CPC) which has become a premier training organization. COPS helped to revitalize the mission and direction of the CPC and provided new training goals that required the CPC to assume responsibilities for training hiring grantees with identifiably weak community policing plans. Subsequently, these grantees were required to receive training and technical assistance as a special condition of their grant. To date, the CPC has trained over 25 percent of COPS grantee agencies.

Given their capacity to develop specialized interventions for unique types of problems, in COPS II, the CPC will shift the emphasis from cluster conference training to on-site technical assistance for special grant programs. They will develop technical assistance mentor hub sites that will build the capacity to provide community policing technical assistance to police departments in the jurisdictions that adjoin each mentor hub site. It is estimated that approximately 200 communities will receive ongoing, intensive community policing technical assistance through this program.

The CPC will continue its publishing and outreach activities, which would include the three publications (Community Policing Exchange, Sheriff Times, and Community Links), the Speakers' Bureau, Consortium Web-site (www.communitypolicing.org), Institute support or other projects as requested by the COPS Office.

- **Stakeholders Taking Responsibility Over Neighborhood Government (STRONG)**

Although the above activities advance community policing, a concentrated emphasis on community stakeholders is needed to make community policing strong and to advance community governance. However, a common concern has been the lack of incentives that limits the involvement of community stakeholders in training and implementation efforts.

As a result, COP II will create the STRONG program. Modeled in part on the successful New York City "Take Back the Block Program," the STRONG program will work to transform whole neighborhoods. It will adopt strategies associated with community governance and bring together stakeholders including community members, local government officials, and the police, to solve community problems. This program will have a strong emphasis on stakeholder collaboration and will prioritize the community perspective on what needs to be done to improve neighborhood quality of life. Incentives will be provided to maintain or enhance community involvement.

Existing COPS training and technical assistance third party training programs as well as new target groups will develop STRONG programs for an estimated discretionary amount of \$13M. Total resources devoted to the training and technical assistance initiatives will be \$65M.

The RCPIs will be expanded to include satellite community partnership centers and funded for an estimated \$45M; the Technical Assistance Mentor Hub Sites will be funded for an estimated \$7M; and, the STRONG program will be funded for an estimated \$13M.

All COPS Grantees will have the opportunity to participate in these future training and technical assistance initiatives. Because COPS II builds on an infrastructure that has been developed for all these initiatives, progress reports will be required on a quarterly basis.

DRAFT

Fighting Tomorrow's Crime Today
Community Policing to Combat Emerging/Stabilized Drug Markets

Drug Reduction Needs Assessment

Congress has articulated a clear concern about the spreading Methamphetamine markets in the last two fiscal years by dedicating a significant amount of COPS funds to address this concern in the west and mid-western regions of the U.S. However, much can still be accomplished by focusing on other more widely abused drugs including alcohol, marijuana, cocaine, and heroin. In fact, many of our COPS Methamphetamine Grantees indicated that other drugs are equally or more severely impacting their communities. These drugs are continually contributing to the decay of cities and the disruption of community cohesion across the entire country and many of these drug markets are firmly established within communities of all sizes and all demographic characteristics.

Police agencies benefit from programmatic flexibility that allows them to target locally abused drugs that can often vary from one jurisdiction to the next or even among neighborhoods. Police officers need to be provided with adequate tools for attacking such firmly entrenched markets and for eliminating emerging or unstable markets. Community policing strategies, by design and definition, focus on stabilizing communities, enhancing partnership development between police, local businesses, and citizens, and identifying long term solutions to perpetual problems such as established or emerging drug markets.

Goals/Achievable Objectives

The **Drug Reduction and Outreach Program (DROP)** and/or the **Reducing Drug Use in Cities Everywhere (REDUCE)** project would focus on several measurable objectives. Of primary concern would be the reduction of available drugs in communities and the eradication of the crime and violence associated with the drug problem. The DROP/REDUCE program would build upon the efforts of previous COPS programs addressing drugs and drug-related violence, while expanding the scope of our assistance to many additional communities with severe drug problems.

Similar to the COPS Problem-Solving Partnerships Initiative, the program would require the building of partnerships between the police and community or other non-police government organizations to tackle the drug problem from multiple perspectives. These partnerships would ultimately lay the foundations to support comprehensive local drug strategies that would include both enforcement and prevention oriented components. Potential partnering organizations may include probation/parole agencies, state or federal Drug Courts, community-based organizations, social service providers, drug treatment centers, or community development/business alliance organizations.

The development of effective community policing/problem solving partnerships and strategies for addressing drug markets and focusing on long term solutions to drug problems should include long term planning and well-conceived analytical approaches.

Such planning and subsequent intervention strategies necessitate the utilization of emerging technologies and require adequate levels of training, technical assistance, and expertise.

Outline of Operational Characteristics of Proposed Grant Programs

Type of grant process/program

Clearly, a COPS II Drug Reduction Program would be useful for all communities with drug concerns that engage in community policing strategies to address those problems. An open solicitation would serve all such communities and would be available to all police agencies that are currently eligible for COPS funding. However, COPS II might expand on the potential pool of applicants by including probation officers and prosecutors (either as primary grantees or as required partners) since both of these entities are also severely impacted by the national drug problems. Partnership development with other criminal justice or local organizations (drug treatment centers, drug prevention programs, hospitals, code enforcement entities, etc.) should be a primary element of the programmatic criteria.

In addition to an open solicitation program, a targeted approach (*REDUCE – Reducing Drug Use in Cities/Schools Everywhere*) that focuses on those communities with the most extensive drug problems should also be seriously considered. Our recent experiments with the Youth Firearms Violence Initiative, the Anti-Gang Initiative and the Distressed Neighborhoods Pilot Projects have demonstrated our ability to merge multiple data sets in order to empirically identify cities with the most serious problems. Many national data sets are available from other DOJ components (including NIJ, DEA, FBI, BJS) that could be used to pinpoint communities that are continually devastated by emerging and stable drug markets. Merging such information sources would allow COPS II to allocate resources to the communities with the greatest needs in an efficient manner. Following up on successes from the Cleveland YFVI grant, such programs might include a “Crack house to RAPP house” approach whereby dilapidated buildings are transformed into police/community centers.

Development of Quantifiable Information

Number of Agencies Funded, special projects, allowable costs

We recommend devoting \$120 million to an open solicitation program. The purpose of a competitive program is to provide funding opportunities for all agencies (regardless of size) that provide narratives detailing the use of innovative and preventative community policing techniques with partnering organizations to address drug related crime and disorder. Funding eligibility would be linked to the magnitude of the drug crime problem, agency and/or population size, and quality of the proposed intervention strategies. It is also important that special projects such as demonstration sites, innovative problem-oriented strategies, and other less-traditional approaches to the drug

problem be given special consideration. Grant amounts should typically range between \$100K for small agencies and \$500K for large agencies.

We recommend devoting \$30 million to a targeted REDUCE program. The focus of the targeted program would be to provide support for “the most drug-infested areas” of the country. Having identified the most drug-infested jurisdictions, funding eligibility would be linked to agency and/or population size and quality of the proposed intervention strategies and partnerships. Once again, it is important to give special consideration to projects that link multiple partners and facilitate coordinated problem-oriented solutions, and other less-traditional approaches to drug problems.

Agencies would be encouraged to request allowable items that fall into the following categories: equipment/supplies, travel, personnel, and technical assistance/training. Equipment types may vary from information technology tools for analytical purposes to more traditional enforcement-oriented tools including surveillance, communications, and investigative technologies. Travel to cluster conferences or analysis seminars would be appropriate funding options. Potential personnel options may include in-house prosecutors, on-site consultants, local evaluators, or other civilian support staff. Technical assistance options may vary from problem solving and community partnership/coalition building to clean-up procedures for Methamphetamine lab closures, crack house clean-ups, CPTED or civil code enforcement. Training and technical assistance would need to be integral components of the grants throughout the grant period, which should extend to two years or more. Each item request should have a direct/indirect link to the community policing efforts developed by the departments and their partners.

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3-1-1

Divider Title: _____

3-1-1

The National Non-Emergency Number: Solving the 9-1-1 Emergency

The Need

Since its inception 30 years ago, 9-1-1 has saved countless lives. But in recent years, 9-1-1 has become a victim of its own success. Our nation's 9-1-1 emergency systems have become so responsive and easy-to-use that people are willing to call them for just about anything – from real police emergencies to how long to cook the Thanksgiving turkey. Few calls reach the level of absurdity, but it is estimated that anywhere from 50 to 90 percent of all calls to 9-1-1 are not emergencies, causing backlogs and inefficiencies for police departments and frustration, stress and sometimes harm for callers.

Some citizens have become so despondent over poor service that they believe the only way they can effectively reach police or other agencies is by dialing 9-1-1. In some cases, they are correct. Most non-emergency calls are from people who have a legitimate public safety need, but have neither the time, the patience, or knowledge to find the correct seven-digit number to dial. The funding and institutionalization of a national non-emergency number (3-1-1) will both relieve the overwhelming pressure on 9-1-1, preserving its life-saving effectiveness, and give Americans easy access to local public safety services.

The Relationship to Community Policing

By diverting non-emergency calls away from 9-1-1, 3-1-1 alleviates the cycle of reactive policing and 9-1-1 abuse. Further, 3-1-1 is a viable complement to 9-1-1 because it provides citizens with an easy-to-use, responsive method for accessing their local government. The 3-1-1 Non-Emergency Number:

- Improves response time for emergency calls and preserves the life-saving effectiveness of 9-1-1;
- Provides officers on the street with more time for community policing; and,
- Offers citizens easy access to local government, and routes calls for service to the appropriate agency based on the kind of problem you have, not the number you dial.

Thanks to the unique partnership between the Justice Department's COPS Office, the Baltimore Police Department and AT&T, the 3-1-1 number is already proving its effectiveness in improving police services and the everyday quality of life in our nation's neighborhoods. Prior to implementation in Baltimore, the city had watched 9-1-1 calls increase by nearly 4% every year. Baltimore experienced 1.33 million calls to 9-1-1 in 1995, some 60% of which were non-emergencies. Sheer volume had decreased response time significantly and forced officers into a reactive mode, where they would spend their shift racing from call to call, fighting an uphill battle against backlog and competing priorities.

3-1-1 has drastically improved this situation. In the first two years of implementation, the number of 9-1-1 calls decreased by an amazing 30 percent. Efficiency in answering and dispatching calls has improved dramatically. Average answer time for 9-1-1 calls has decreased by two thirds. And as a major boon to the department's community policing efforts, total dispatches decreased 7.5 percent, saving hundreds of officer-hours for proactive policing and problem-solving.

Program Characteristics

COPS II would offer \$100 million to fund 3-1-1. Funding is divided into three areas:

- **3-1-1 Launch Sites**

A minimum of 150 sites would be awarded \$250,000 to \$1 million to launch 3-1-1 in their communities. All non-Federal law enforcement agencies will be eligible to apply for this funding area. Allowable costs under this initiative include technology and equipment necessary for developing 3-1-1 systems. Additional costs funded under *3-1-1 Launch* may include fiber-optic wiring, database development or updates, and other hardware/software needs. While awards may be used for one-time installation fees or service contracts, grantee agencies should expect to be responsible for funding all continuing services or functions, such as fees for telephone service, equipment maintenance, staffing and upgrades.

The grant process is expected to be highly competitive. Although COPS II will seek to balance grant awards to reflect both geographic and demographic diversity, Awards will be based on the merits of the proposal, irrespective of current infrastructural capacities, thus allowing small agencies or consortiums of small rural agencies the opportunity to benefit from this grant funding. While these grants do not explicitly require a local funding match, agencies will be required to implement a 3-1-1 system, effectively matching COPS II with in-kind contributions needed to cover costs not allowed under this program.

- **3-1-1 Demonstration Centers**

Five demonstration centers would be funded through \$1.5 million grants. While not necessarily limited to sites already engaged in 3-1-1 operations, Demonstration Center awards will be given to those agencies who exhibit the capacity, innovation and commitment to community policing necessary for leadership in this emergent field. Demonstration Centers will act as "field laboratories," hotbeds of experimentation and innovation in the design and delivery of emergency and non-emergency public service. Candidates for

demonstration centers will be encouraged to partner with other local service providers, e.g. public works, victim services, streets and sanitation, etc. Demonstration Center applicants will be graded on their ability to provide comprehensive and efficient customer service to residents of their jurisdictions. Further, applicants will be expected to include in their proposals what unique or innovative features they plan to include in their 3-1-1 system, a detailed technology strategy, as well as how they plan to disseminate information and findings to other interested agencies. Those Demonstration Centers that prove successful may be eligible for further grant funding to provide on-site technical assistance to future 3-1-1 agencies.

- **Technical Assistance**

The remaining funding would be used to support implementation and technical assistance. COPS II may opt to use a portion of these monies to develop a 9-1-1/3-1-1 call management component for the *Community Policing Information Systems Planning and Expansion Project* (See COPS TECH proposal). These funds will be awarded by COPS II to produce a comprehensive technical assistance strategy that will meet the needs of both grantee and non-grantee agencies. It is expected that a small portion of the funding under this subheading will be directed to the COPS II *Community Policing Information Systems Planning and Expansion Project*, as described under the COPS TECH grant proposal. 3-1-1 funding to the *Planning and Expansion Project* will be used exclusively to assist agencies evaluate and obtain technology necessary to launching a 3-1-1 system, and assisting those agencies also receiving COPS TECH grants acquire 3-1-1 hardware and software that is compatible with other information systems.

Funding in this area may be used to sponsor regional "cluster conferences" to facilitate the sharing of information among agencies. Further, agencies demonstrating severe financial hardship or extremely limited technological infrastructure may be eligible for additional technical assistance awards to cover the costs of pre-installation planning and early-operation modifications.

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COMMUNITY POLICING / CORRECTIONS

Divider Title: _____

FIGHTING TOMMOROW'S CRIME TODAY

Partnerships for Public Safety –

The Need

The success the COPS Office has achieved in fulfilling its mission to increase the number of sworn law enforcement officers by 100,000 has affected crime as well as the criminal justice system. The increase in the number of gatekeepers into the criminal justice system has had a direct impact on the courts and the probation and parole systems. According to the Bureau of Justice Statistics, an estimated 400,000 criminal offenders are released into communities each year and national statistics show that 40 percent will return to prison or jail within three years of release. Without collective action on the part of criminal justice agencies and the local community, the offender cycle of apprehension, processing, sentencing, imprisoning, and recommitting offenses will continue.

Historically, law enforcement, corrections, and the courts have not worked closely together to address public safety concerns. This COPS II program is designed to help change that.

Relationship to Community Policing

Under the community justice approach, agencies work directly with the community by reaching out and partnering with community resources, agencies, and the community itself. Through the COPS Office and the advancement of community policing, law enforcement has established relationships with the community and has developed successful partnerships with the community, social services, and other government agencies to address crime and disorder problems through a problem-solving approach. Recently, the courts and corrections have begun working with law enforcement and the community to develop comprehensive approaches to monitoring, supervising, and rehabilitating offenders.

Typically, these types of partnerships have been initiated informally and exist at the individual level. Formal partnerships that encourage a shared mission exist in a relatively small number of jurisdictions.

An example of a partnership between law enforcement and corrections is Operation Night Light. Through this partnership between the Boston Police Department and the Office of the Commissioner of Probation for the State of Massachusetts, police and probation officers conduct evening visits to youthful probationers' homes to enforce the terms of probation.

In another program the Redmond Police Department and the Washington State Department of Corrections have developed a Supervision Management and Recidivist Tracking (SMART) program that uses a team monitoring approach to increase compliance with conditions of release. Knoxville has taken its collaborative approach to community policing-community corrections partnership to the next level by including human service agencies. Plans call for the inclusion of the business and faith communities soon. The Knoxville prototype builds on past experiments in community policing and community corrections initiatives, such as citizen participation in public safety efforts, partnership development among public and private sector agencies, concentration of supervision and service on targeted offenders, and use of structured case management techniques to track resource usage.

In Cedar Rapids, Iowa, Crime Net was formed by criminal justice agencies to more effectively deal with cross-jurisdictional concerns regarding people on probation and parole. Crime Net, with its Advisory Board makes an effort to give to the community, not just ask the community for help. The group gives money to community associations, works to have volunteers from America Corps and Vista sent to communities, and tries to supply communities with treatment resources.

The State of Maryland has developed the Hot Spots Neighborhood program. The targeted communities are those which have a high crime rate and are in the lower social economic areas of the state. The Hot Spots program is based on the community policing-community corrections model of developing partnerships to solve problems. Additional personnel and social service resources are provided to ancillary agencies to provide the necessary array services for the particular Hot Spot. Cops West in Spokane, Wash. is an initiative started at the request of the citizens. The result is a number of police substations established in various neighborhoods throughout the city, staffed by civilian volunteers, a community police officer and a community corrections officer. They function as a team in dealing with probationers and parolees in the community and other quality of life issues within the neighborhood.

In Washington, D.C. the Community Justice Partnership for the Seventh Police District is being launched to combine the resources of citizens, community groups, the Metropolitan Police Department, the Court Services and Offender Supervision Agency, and other criminal justice system stakeholders. The partnership is designed to increase the accountability of individuals on pretrial or post-trial release, to improve the criminal justice system's accountability to district citizens, and to enhance public safety. The National Drug Court program also serves as an example of law enforcement and judges working together to enforce supervised release for drug offenders.

These programs represent some of the ways in which law enforcement can work with other criminal justice agencies to make our cities and towns safer. Criminal

justice agencies have only begun to explore the types of collaborations that may exist among them and the community. Additional programs need to be supported in order to foster a movement toward community justice as a viable means of working with the community to address crime.

Program Characteristics

- **Partnerships for Public Safety (PPS) Grant Program (\$169 million)**

Through the PPS grant program, COPS II will support a continued exploration of the types of partnerships that may be developed among criminal justice agencies and the community. PPS grants will provide funds for pilot programs that encourage partnerships between law enforcement, corrections, the courts, social service providers, and the community to address public safety problems. These partnerships will decrease crime and recidivism rates through the provision of enhanced service delivery to the offender community and more intensive supervision of offender populations. PPS grants may also result in increased confidence in the criminal justice system's ability to prevent crime and deter would-be offenders. Increasing the communities' perception of their quality of life can also be achieved through increased presence public safety agents in communities and by involving citizens as partners in the prevention of crime.

Agencies eligible under this grant program include law enforcement, state and local correctional agencies, state prosecutors, and community groups. The proposed partnerships must include a local law enforcement agency, a community group or non-profit association, a representative from the court system or state and local correctional system, and may include a representative from the treatment community. The partnership may focus on the general offender population or on a sub-group of the offender population, for example, violent drug offenders, juvenile offenders, repeat offenders, or high-risk adult offenders. The primary goal of any proposed partnership must be to alleviate burdens on the criminal justice system and enhancing public safety by reducing crime and preventing recidivism.

Applicants will be asked to submit a proposal that identifies the agencies and goals of the proposed partnership, capabilities, strategic plan and timeline, justification for requested funds, and memorandum of understanding signed by all potential partners. Some 150 partnerships will be selected to receive up to \$1.2 million. Priority will be given to those agencies that demonstrate a strong involvement of the community and a comprehensive approach to achieving their goals. Local law enforcement agency will be the lead and will administer all funds.

Agencies may use funds for:

- ◆ Personnel, including parole officers, probation officers, community prosecutors, law enforcement officers (three year hiring grant with 25% local match);
 - ◆ Support personnel, including a project manager or administrative support (one year grants with 25% match);
 - ◆ Technology to facilitate data collection and information sharing;
 - ◆ Facilities for joint offices (construction disallowed);
 - ◆ Training in such areas as partnership building, community policing, strategic planning, organizational change, and problem solving. Teams may also request joint and cross-agency training programs;
 - ◆ Team site visits to other agencies and PPS network sites (described below);
 - ◆ Development or enhancement of community or programs that address at-risk youth or adults or other intensive supervision programs. Examples of these may include stay in school programs, job readiness training, literacy programs, or substance abuse programs;
 - ◆ To procure treatment services for drug or alcohol addicted offenders as part of an intensive supervision program; and
 - ◆ Overtime costs and stipends for personnel or program staff from non-profit associations and community groups.
- **Evaluation of PPS (\$1 million)**

In recognition of the lack of documentation on successful partnerships of this type and the importance of this initiative for the future of the criminal justice system, it is critical that the process undertaken to develop these partnerships and the impact on crime and recidivism is recorded and disseminated. Therefore \$1 million will be awarded to a research entity to conduct a national evaluation of the pilot grant program. This comprehensive evaluation will include 10 - 20 partnerships representing the diversity of partnerships and the entities involved. The PPS network (described below) will assist in the site selection process.

The evaluator will be responsible for documenting how the partnership was established; the obstacles the partners faced and how they were overcome; the involvement of the community and the subsequent impact on the community; the impact the partnership had on the criminal justice system; and the impact on crime, recidivism and satisfaction with the

criminal justice system and quality of life. The results of the research will be a detailed description of the how different types of partnerships were developed across different communities and the goals achieved, as well as documentation on lessons learned by the agencies. These results may be used by other agencies seeking to replicate the successes achieved by those agencies involved in the pilot program and to promote the benefits of moving toward a community justice approach to public safety.

- **Partnerships for Public Safety Network (PPS Network) (\$5 million)**

The goal of this program is to establish a network of jurisdictions with successful partnerships to facilitate the movement toward multi-agency partnerships at the local or regional level. These mentor sites will host other jurisdictions seeking to build similar partnerships in their communities. Teams may visit the mentor jurisdiction to observe the structure and function of the team as it approaches and solves problems. Mentor agencies will also work together to develop model partnership policies to be disseminated to grantees.

Agencies interested in participating in the PPS network will be asked to submit a proposal describing their partnership; the implementation process; successes achieved in reducing recidivism, crime rates, or offender populations; the diversity that they will provide the network; and how they would support advancement of these types of partnerships to other teams. Partners will host other agencies and assist in the planning and implementing similar partnerships in other jurisdictions.

Proposals will be reviewed and ten agencies will be awarded for \$500,000. The selected jurisdictions will reflect diversity in populations, problems, and state and local structures. Upon award, jurisdictions will be expected to start developing teaching curricula and a calendar for training. Funds will be provided to support visits from other agencies and the development of materials, including evaluations, program descriptions, manuals, and training videos.

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HIRING, RETENTION, RECRUITMENT

Divider Title: _____

Hiring Programs

The Need

Putting more cops on the street has been the cornerstone of the COPS program. In mid-1999, the COPS Office will have funded 100,000 officers – and done so ahead of schedule and under budget.

Although this effort has filled the critical need for police officers in many communities, there remains a pressing need for additional law enforcement officers in areas throughout our nation. COPS II will feature three hiring programs: a general hiring program, a targeted hiring program, and a program designed to aid communities that already had COPS funded police on the streets but are having difficulty retaining them.

The general hiring program in COPS II will provide continued support to law enforcement agencies to add additional community police to the streets to communities that continue to demand them. Many law enforcement agencies are just beginning to embrace community policing; they need officers trained in community policing practices to help them reduce crime and disorder in their neighborhoods.

In addition, a number of communities both large and small still have not made significant progress in reducing their crime rates for a variety of reasons. Two COPS II hiring programs that focus on communities facing financial hardships and higher-than-average crime rates are designed to aid these jurisdictions join the rest of the nation in reporting continued declining crime rates.

The hiring programs in COPS II will continue to provide federal support to communities that need police most. In many cases, sluggish economic growth has not allowed police jurisdictions to dedicate necessary resources to hire additional police even under the generous grant programs offered in the COPS Universal Hiring Program (75/25 federal/local funding share).

In addition, there are also some communities facing economic hardships that are having difficulty in keeping officers hired with COPS funding on the force. Communities facing difficult budget decisions in light of closing factories, weather-related incidents, or other devastating economic impacts continue to need federal assistance to keep their communities safe.

In addition, many communities need community police with specialized training to tackle specific crime problems (such as the COPS in Schools initiative launched in the wake of the last year's school violence incidents). COPS II will feature innovative programs with the flexibility to fund the hiring of police to address crime problems that become of increased concern to the public.

Program Characteristics

- **Targeted Hiring Program**

The Targeted Hiring Program is designed to deploy additional community policing officers into neighborhoods with nagging crime problems. In most cases, these neighborhoods have elevated crime statistics or are experiencing economic blight.

This COPS II program also will be flexible, allowing us to provide for hiring officers to address specific crime problems. For example, the recently announced COPS in Schools program provided up to \$60 million for the hiring of officers to combat crime in and around schools in the wake of school violence tragedies.

Hiring community police officers while creating lasting community partnerships is the goal of this initiative. By deploying more police on the streets that will work with the neighborhood, crime will be held in check instead of being spread to additional neighborhoods.

THP would be a discretionary, targeted grant program. Local jurisdictions would be invited to participate on specific selection criteria. Instead of an open solicitation, the program would use readily available economic and public safety information to identify potential participants. These would likely be communities with inordinately high levels of unemployment, poverty, or crime. Municipal, county, and some state law enforcement agencies would be eligible for assistance.

This grant program could expect to fund the deployment of approximately 1,700 additional community policing officers at a cost of \$270 million. Some 850 of those officers would be directed to 15 large jurisdictions (with an average of 55 officers and \$8.7 million per agency). Another 850 officers would be awarded to smaller jurisdictions (an average of 10 officers per jurisdiction and \$1.6 million per agency).

Instead of the 75/25 split of the current COPS Universal Hiring Program or the full waiver provided in the COPS Distressed Neighborhood Program, this initiative would provide 90 percent federal funding for the officer over a three-year grant period; local jurisdictions would be required to provide 10 percent of the funding to demonstrate commitment to the program. The local jurisdiction also would be required to have a retention plan designed to keep funded officers on the force after the expiration of the grant.

This funding amount would cover the approved salary and allowable fringe benefits during the lifetime of the grant. It is also suggested that the funding

provide for the basic start-up costs associated with hiring additional officers. These include: uniforms, equipment, and initial training.

Also included in this initiative would be specialized community policing training for the jurisdictions receiving the hiring grants. An estimated \$3 million in training funds would help design new training programs or to supplement existing programs so hiring funds can be used effectively. Another \$2 million would be dedicated to fund community policing activities in these jurisdictions to help involve neighbors in the fight against crime.

To help communities bridge the gap between policing and other community services that can help reduce the crime rate, \$25 million would be targeted to establishing incentives for local jurisdictions to develop or enhance community-oriented government activities. Working in partnership with police agencies, other departments of municipal government – including code enforcement, public works, and social service agencies – would adopt the customer-service principles of community policing and work in concert with police to fight crime and disorder. The incentives and funding amount under this proposal will allow for a broad range of issues to be addressed. Monies would also be available for non-sworn personnel.

- **Targeted Retention Initiative**

In addition to an expanded timetable for assuming full local funding, these agencies need assistance in developing and implementing strategies to overcome long-term retention problems. With guidance from the COPS Office, these agencies would be able to sustain community policing through an alliance with community organizations.

The Targeted Retention Initiative under COPS II would provide immediate financial assistance to communities with limited tax bases and undergoing financial hardships to keep officers on the beat. In addition, it would prevent long fought-for community policing initiatives advanced by COPS funding from decaying. Youth programs, crime trend analysis, directed policing, and preventive policing all are at risk if COPS-funded officers that moved these practices forward no longer are kept on the police force.

Most importantly, the initiative would enable law enforcement agencies to develop a relationship with community organizations that would create an environment to foster long-term retention. By working with other agencies and community groups, there would be a process for remedying previously unsuccessful retention efforts because of the collaborative process and spirit of community policing.

A total of \$25 million will be split on a 50-50 basis between large and small jurisdictions to hire more than 1,600 officers. This budget will fund approximately 31 large jurisdictions (assuming an average of 20 full-time officers per agency)

and 125 small agencies (assuming five full-time officers per agency). A fixed percentage of that funding will be split between officer salaries/benefits and allowable expenses. Each agency would receive \$15,000 per officer (up to \$300,000) as well as \$5,000 to apply toward administrative costs associated with developing a long-range, community partnership that will sustain the costs associated the retention of others – seed money needed to develop new partnerships.

Eligible agencies in this competitive program for past COPS Universal Hiring Grant recipients would have to demonstrate a severe, unexpected hardship which is preventing the agency from retaining the officers. Potential partnering agencies (such as churches, school districts, and non-profit organizations) also would be identified in the grant application.

DRAFT

A COMMUNITY POLICE FORCE FOR THE 21ST CENTURY

Recruiting a Qualified and Diverse Police Force –

The Need

To better serve our communities, law enforcement officers must be diverse, talented, and well trained. A smarter, more effective community police force begins with the recruitment of qualified candidates. Most police agencies try to recruit talented officers who can implement the principles of community policing and represent the communities they serve. However, many factors hinder these efforts. Therefore, more needs to be done to recruit, select, train and retain talented officers in many communities around the country.

Program Characteristics

A total of \$5 million is available for a coordinated recruitment approach. First, COPS will coordinate a targeted advertising campaign aimed at increasing awareness about the changing nature of police work and the opportunities that exist on the state, county and local level for a career in policing. Second, we will fund the COPS Police Recruitment Program (CPR) to improve career opportunities in policing.

COPS II will launch the COPS ADS advertising campaign touting career opportunities in policing. Working with groups such as the National Association of Black Law Enforcement (NOBLE) and Hispanic American Command Officers Association (HAPCOA), special marketing efforts will be made to attract recruits from underserved communities through a public service campaign with leading minority media outlets, both print and broadcast. As we have seen by the success of the Office of National Drug Control Policy's anti-drug campaign, the mass media can be a powerful way to bring attention to a topic. The COPS ADS police recruitment advertising campaign will promote the new era of policing as one that offers a technologically advanced, ever-changing work environment and gives police officers the responsibility for community problem solving.

In addition, the COPS Police Recruitment (CPR) program is designed to simultaneously make grants to qualified community organizations. In collaboration with other stakeholders, these organizations will assist in meeting the cost of qualified programs designed to recruit, select, train and retain recruits from under-represented neighborhoods and localities. Successful applicants will be funded for a total of up to \$250,000 for a grant period not to exceed three years. Specifically, the programs funded will enhance opportunities for those groups of individuals who are under-

represented in their state and local police agencies. These advances will be accomplished through a variety of methods, including:

- Collaboration with project partners and stakeholders, developing recommendations for community police officer recruitment standards and tools;
- Strengthening recruitment of police officers from populations traditionally under-represented in law enforcement, emphasizing the need for police officers to better connect with and represent the communities they serve;
- Providing training for law enforcement personnel and non-profit community organization members on effective recruitment techniques and training strategies;
- Providing academic assistance and guidance programs meant to develop applicants to facilitate the successful completion of requisite examinations; and
- Developing programs to aid in the retention of these applicants throughout the application and hiring process.

◆ Quantifiable Information

CPR Funding Details: Applicants will be funded for a maximum of \$250,000 each. Although there are no guidelines for minimum funding totals or percentages between project activities, successful applications will adequately address recruitment, tutoring, training, and counseling activities within their project strategies. To ensure that funds are distributed equitably on a geographic basis, the COPS Office intends on awarding five projects to each of four geographic regions in the United States.

CPR Partnerships: Partnerships are mandatory between the primary state or local law enforcement agency within the community served, and partnerships are strongly encouraged with other non-profit community organizations and/or educational institutions such as local high schools, community colleges or universities.

CPR Allowable Costs: Applicants should include an itemized budget and budget narrative that includes detailed cost breakdowns. Cost estimates are allowable, although every attempt should be made to obtain reliable estimates based on provider

quotes for the cost area provided.

- ◆ **Eligibility:** To be eligible to receive a grant under the CPR program, the applicant must have non-profit community organization tax status and must have training and experience in the following:

- (A) Working with a police department, educational institution of higher learning, teachers, counselors, and similar personnel involved in teaching, tutoring and mentoring;
- (B) Providing services or developing programs in the community in which the organization is located;
- (C) Developing or managing techniques or programs to recruit individuals to become members of a police department and to assist such individuals in meeting the membership requirements of police departments;
- (D) Developing and managing services and techniques to assist in the retention of applicants to police departments; and
- (E) Developing other programs that contribute to the general well-being of the community.

- ◆ **Evaluative Criteria:** To qualify for funding under this program, the intended activities must support the recruitment, training, hiring and retention of individuals from under-represented neighborhoods and localities.

Applicants must illustrate need, intended use, expected results, and demographic characteristics of the targeted population. The COPS Office will give priority to those projects showing greatest need, those proposed strategies that have the greatest potential for success, and the overall impact and numbers of individuals served by the proposed activities. COPS will attempt to distribute funds equitably on a geographic basis.

At a minimum, the program should provide the following:

- (1) An overall program design with the objective to recruit and retain applicants to a police department. The plan should:
 - Describe the procedure that would be used to publicize the availability of the program; including the type, content and duration of the publicity program and the expected outcome.

- Describe the process for identifying, screening and selecting the program applicants.
 - State the number of applicants to be recruited and retained, including a discussion of dropout rate.
- (2) Recruitment services, which include tutorial programs to enable individuals to meet police force academic requirements and pass, entrance examinations and other requirements. The program should:
- Include a description of the process for determining the educational assistance needs of the applicants.
 - Describe the tutorial programs that would be provided to meet the needs of the applicants, including the anticipated length of the programs and the qualifications of the tutors.
- (3) Academic and guidance counseling to police department applicants who may encounter problems throughout the application process. The program should:
- Describe the anticipated problems that the applicants are likely to encounter during the recruitment process.
 - Describe the academic and guidance counseling program that would assist applicants to pass the entrance examination and related tests.
- (4) Retention services to assist in retaining individuals to stay in the application process of a police department.
- (5) Training activities and/or materials for police personnel and non-profit community organizations on effective recruitment techniques and training strategies.

◆ Reporting Responsibilities

The COPS Office will require periodic progress reports that outline in detail the activities and results, the successful strategies that were employed, and any implications or lessons learned from these projects. Although the CPR program will be limited to 20 agencies, COPS will disseminate the information obtained through these 20 police recruitment projects — as well as from three FY 1998 police recruitment projects — to other national, state and local community-based organizations and police departments.

Targeted Police Recruitment Program

Police Recruitment Program

FY 1998 Earmark

- » Los Angeles Police Academy Magnet School (Los Angeles, CA)
- » Memphis Partners, Inc. (Memphis, TN)
- » East Brooklyn Congregations (New York, NY)

Fund partnerships between non-profit, community based organizations and police

Purpose of identifying, recruiting, selecting and training under-represented police applicants

Police Recruitment Program

\$5 million to fund 20 projects for \$250,000 each for three years

Augment current police recruiting activities, in more focused manner

Utilize extensive community ties and expertise of community-based organization in working with targeted community

Police Recruitment Program

Targeted recruitment and screening of potential applicants with background, interest and potential for career in policing

Sponsor educational tutorials and coordinate post-secondary education opportunities

Provide mentoring, academic and career guidance counseling services

A Community Police Force for the 21st Century -- Recruiting a Diverse Police Force

Section I Introduction

If we are to be successful at better serving our communities, we must infuse law enforcement with diversity, talent and training. A smarter, more effective community police force begins with recruitment of qualified candidates who reflect ethnic and gender diversity. Most police agencies are continually striving to make their agencies more representative of the communities they serve. However, a variety of complex factors have hindered these efforts, resulting in an ongoing need for additional improvement in recruiting, selecting, training and retaining under-represented officers within many communities around the country. The COPS Police Recruitment (CPR) program is designed to make grants to qualified community organizations in collaboration with stakeholders to assist in meeting the cost of qualified programs which are designed to recruit, select, train and retain police department candidates from under-represented neighborhoods and localities.

Under this program, successful applicants will be funded for a total of up to \$250,000 for a grant period not to exceed three years. Specifically, the programs funded will enhance opportunities and increase inroads for groups of individuals who are under-represented within their local police agencies. These advances will be accomplished through a variety of methods, including:

- In collaboration with project partners and stakeholders, developing recommendations for community police officer recruitment standards and tools;
- Strengthening recruitment of police offices from populations traditionally under-represented in law enforcement, emphasizing the need for police officers to better connect with and represent the communities they serve;
- Providing training for law enforcement personnel and non-profit community organization members on effective recruitment techniques and training strategies.
- Providing academic assistance and guidance programs meant to develop applicants in order to facilitate the successful completion of requisite examinations; and
- Developing programs to aid in the retention of these applicants throughout the application and hiring process.

Section II

Quantifiable Information

Funding Details: Up to \$5 Million in funding is available. We expect to fund 20 applicants for a maximum of \$250,000 each. Although there are no guidelines for minimum funding totals or percentages between project activities, successful applications will adequately address recruitment, tutoring, training, and counseling activities within their project strategies. In order to ensure that funds are distributed equitably on a geographic basis, the COPS Office intends on awarding five projects to each of four geographic regions in the United States.

Partnerships: Partnerships are mandatory between the primary local law enforcement agency within the community served, and partnerships are strongly encouraged with other non-profit community organizations and/or educational institutions such as local high schools, community colleges or universities.

Allowable Costs: Applicants should include an itemized budget and budget narrative that includes detailed cost breakdowns. Cost estimates are allowable, although every attempt should be made to obtain reliable estimates based on provider quotes for the cost area provided.

Allowable costs:

Personnel/Fringe:	part-time and full-time personnel/fringe benefits for project staff, including training; coordinating and overseeing; recruiting; and tutoring activities.
Travel:	local travel for project personnel,
Training:	training materials and books,
Equipment:	computers, printers, and software applications such as word processors and desktop publishing.
Supplies:	advertising materials and costs, office supplies, postage, copying materials, books directly related to project activities
Consultants/Contracts:	for services directly linked to project strategy
Police Overtime:	Overtime for police recruiters, trainers and mentors is allowed, up to a maximum of 3% of the total project budget.
Other:	As approved by the COPS Office.

Section III

Eligibility: To be eligible to receive a grant under the CPR program, the applicant must be a non-profit community organization with 501(c)3 tax status and must have training and experience in the following:

- (A) Working with a police department, educational institution of higher learning,

teachers, counselors, and similar personnel involved in teaching, tutoring and mentoring;

- (B) Providing services or developing programs in the community in which the organization is located;
- (C) Developing or managing techniques or programs to recruit individuals to become members of a police department and to assist such individuals in meeting the membership requirements of police departments;
- (D) Developing and managing services and techniques to assist in the retention of applicants to police departments; and
- (E) Developing other programs that contribute to the general well-being of the community.

Evaluative Criteria: To qualify for funding under this program, the intended activities must support the recruitment, training, hiring and retention of individuals from under-represented neighborhoods and localities.

Applicants must illustrate need, intended use, expected results, and demographic characteristics of the targeted population. The COPS Office will give priority to those projects showing greatest need, those proposed strategies that have the greatest potential for success, and the overall impact and numbers of individuals served by the proposed activities. COPS will attempt to distribute funds equitably on a geographic basis.

At a minimum, the program should provide the following:

- (1) An overall program design with the objective to recruit and retain applicants to a police department. The plan should:
 - Describe the procedure that would be used to publicize the availability of the program; including the type, content and duration of the publicity program and the expected outcome.
 - Describe the process for identifying, screening and selecting the program applicants.
 - State the number of applicants to be recruited and retained, including a discussion of dropout rate.
- (2) Recruitment services, which include tutorial programs to enable individuals to meet police force academic requirements and pass, entrance examinations and other

requirements. The program should:

- ☐ Include a description of the process for determining the educational assistance needs of the applicants.
 - ☐ Describe the tutorial programs that would be provided to meet the needs of the applicants, including the anticipated length of the programs and the qualifications of the tutors.
- (3) Academic and guidance counseling to police department applicants who may encounter problems throughout the application process. The program should:
- ☐ Describe the anticipated problems that the applicants are likely to encounter during the recruitment process.
 - ☐ Describe the academic and guidance counseling program that would assist applicants to pass the entrance examination and related tests.
- (4) Retention services to assist in retaining individuals to stay in the application process of a police department.
- (5) Local training activities and/or materials for police personnel and non-profit community organizations on effective recruitment techniques and training strategies.

Section IV

Reporting Responsibilities

The COPS Office will require periodic progress reports that outline in detail the activities and results, the successful strategies that were employed, and any implications or lessons learned from these projects. Although the CPR program will be limited to 20 agencies, COPS will disseminate the information obtained through these 20 police recruitment projects — as well as from three FY 1998 police recruitment projects — to other national, state and local community-based organizations and police departments. Through a cross-fertilization of ideas and successful strategies for attracting police applicants from under-represented neighborhoods and localities, replications will be fostered resulting in the magnification of the effects from this funding.

Clinton Presidential Records Digital Records Marker

This is not a presidential record. This is used as an administrative marker by the William J. Clinton Presidential Library Staff.

This marker identifies the place of a tabbed divider. Given our digitization capabilities, we are sometimes unable to adequately scan such dividers. The title from the original document is indicated below.

VICTIMIZATION

Divider Title: _____

FIGHTING TOMORROW'S CRIME TODAY

No Easy Targets (NET) –

The Need

Recent research shows that people who are victims of crime again and again, under surprisingly similar circumstances. (For example, senior citizens who are repeatedly victimized by scam artists, or abused by their caretakers; kids who are constantly bullied or threatened at school; and homes that are burglarized several times in the space of a few months.) By focusing finite community resources on the 10 percent of victims who account for 40 percent of all victimizations, policing agencies and communities can dramatically cut crime rates. If police and communities can essentially put a “safety net” over vulnerable people/properties – people and places that have been victimized at least once – they can break the cycle of victimization.

Despite the promise of this approach – which has been successfully used by several communities in recent years – few communities have attempted to reduce crime by preventing repeat victimization. This is because:

- The phenomena has only recently been identified;
- Few communities are aware it exists (beyond the problem of repeat domestic violence); and
- Focusing on repeat victimization is very difficult for most policing agencies, because existing records systems are not typically designed to identify and track repeat victims.

To address the problem of repeat victimization through a preventive approach, COPS II will fund **No Easy Targets (NET)**.

Relationship of Grant Program to Community Policing

Community policing emphasizes the importance of understanding crime patterns in order to predict and prevent crime. It also emphasizes the importance of building community partnerships to share information and develop targeted interventions with broad support. This grant program will promote the development of partnerships between policing agencies, victims, victims' organizations, social service agencies, and others with an interest in reducing victimization levels. It will also enhance the ability of police and their partners to predict who will be victimized and when, and based on this information, develop tailored, effective interventions for all potential victims, especially repeat victims.

NET will achieve the following outcomes:

- *Dramatic reductions in overall crime levels:* By focusing on repeat burglary victims in one municipality, overall residential burglary rates were reduced by 30 percent with no displacement. By providing additional support to repeat domestic violence victims and focusing resources on repeat domestic violence offenders, another community was able to reduce repeat domestic violence calls for service by almost 60 percent over the course of one year. In a similar effort, another city reduced domestic homicides by 40 percent over the course of two years;
- *Significant reduction of economic losses:* Both individuals and commercial businesses suffer serious financial losses as a result of multiple victimizations. For businesses, the cost of repetitive property crimes such as burglary, robbery, vandalism and shoplifting are staggering, and can be slashed to new lows. Individual losses resulting from fraud, stolen property, lost wages, and medical expenses can also be reduced significantly. In addition, the societal costs of crime – higher insurance rates, increased prices, etc. – can also be cut;
- *The implementation of repeat victimization programs in thousands of other communities:* This grant program will develop a network of communities that can provide assistance, information, and support to each other, as well as to communities nationwide, in implementing effective repeat victimization prevention efforts. This network will help sustain the focus on repeat victimization after the end of the grant program; and
- *Significant relief for chronic victims.*

Program Characteristics

Fifty demonstration sites will be funded at an average of \$500,000 per site, for a total of \$25,000,000.

- 1) **Resources:** Sites will receive funds for a variety of tools that will help them reduce the incidence of repeat victimization, including:
 - new information systems that enable police and communities to identify and track repeat victims;
 - crime analysis and mapping software to analyze the patterns of repeat victimization in a particular locality;
 - victim educational efforts, and incentives to become less vulnerable to crime;

- training and technical assistance for policing practitioners, victim advocates, and community partners on how to recognize and respond to repeat victimization;
- project staff, such as crime analysts and project managers; and
- special victim support mechanisms, such as alarm pendants for domestic violence victims, can also be funded for use during the period immediately after the first reported victimization. Research has shown that victims are at highest risk for another attack during the month or so right after the first attack.

2) Partnerships: Formal alliances between policing agencies, victims, and victims' advocates will be required under this grant program, and additional partnerships with social service agencies and other stakeholders will be encouraged. Funding will be provided to enhance these partnerships and the ability of partners to share appropriate victim information through computer networking and enhanced system compatibility.

3) Problem-Solving: Once grantees and their partners receive the necessary technology, training and/or staff, they will identify the top three repeat victimization problems in their communities and use a problem-solving model to determine what factors make the repeat victims most vulnerable, implement tailored intervention strategies, and measure results.

4) Evaluation: At least 10 percent of the funding for each site will be set aside by the site to document its efforts and evaluate the impact of the project on overall crime rates and repeat victimization levels. A partnership with university researchers or other experienced evaluators will be encouraged.

A variety of special projects can also be funded in collaboration with the Office for Victims of Crime with the remaining \$5,000,000 budgeted for this grant program. Several examples are described below:

- **National Training and Technical Assistance Efforts** NET
grantees will be supported in their efforts to reduce repeat victimization through a variety of training and technical assistance opportunities, ranging from tailored on-site assistance, to regional and national conferences, to telephone support by resource staff with expertise in preventing repeat victimization, mapping/GIS, and other relevant topics. Potential grant recipients include national victim organizations; national business associations; and national policing organizations specializing in repeat victimization issues.

- **Restorative Justice/Victim Restitution Projects** Many repeat victims are victimized by the same offender. To prevent this from happening frequently, 25 additional agencies will receive \$120,000 to develop, implement, and evaluate restorative justice programs. These promising programs typically bring the victim, offender, their families, and community members face-to-face after the crime has occurred. This forum enables the victim to communicate to the offender the impact the crime had on him or her, and provides an opportunity for the offender to make appropriate restitution that is acceptable to the victim. Restorative justice is a powerful way to prevent future offending, particularly for juveniles, and to help assure the victim is restored, as much as possible, to conditions prior to the crime.

Repeat victimization grants will be competitive discretionary programs. Applicants will be evaluated on their ability to implement a successful repeat victimization project, based on requested and existing resources; overall commitment to the project; and the viability of their proposed partnership(s). COPS II will also seek to fund a diverse group of communities to assure representation of different jurisdiction sizes, densities, geographic locations, and policing agency types. All policing agencies committed to the community policing philosophy will be eligible to apply.