

Evidence-Based Crime Reduction Strategies for Small, Rural, and Tribal Agencies

INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE

COPS
Community Oriented Policing Services
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GEORGE MASON UNIVERSITY

IACP
International Association of Chiefs of Police



Evidence-Based Crime Reduction Strategies for Small, Rural, and Tribal Agencies

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Letter from the Acting Director of the COPS Office

Colleagues:

More than two-thirds of law enforcement agencies in the United States serve small, rural, or tribal communities—most of these are small agencies themselves. But most research on law enforcement takes place in large, urban agencies. We are pleased to join the International Association of Chiefs of Police and the Center for Evidence-Based Crime Policy at George Mason University to present this guide to evidence-based practices for smaller agencies and those serving small, rural, or tribal communities. The case studies in this guide demonstrate ways to address problems that are common among such communities and meet their unique needs while maximizing the particular strengths of small agencies, such as close community ties.

I hope law enforcement leaders in small, rural, and tribal communities will find this resource to be valuable, as the COPS Office continues to find ways to help all agencies reduce crime and keep their communities safe through effective community policing practices.

Sincerely,



Robert E. Chapman
Acting Director
Office of Community Oriented Policing Services

Letter from the President of the IACP

Dear colleagues,

As President of the International Association of Chiefs of Police (IACP), I am keenly aware of the unique challenges small, rural, and tribal law enforcement agencies face when trying to implement effective evidence-based crime reduction strategies. These agencies often have limited financial, personnel, and training resources but are plagued by many of the same crime problems encountered in larger, urban police jurisdictions. Small, rural, and tribal agencies also have many strengths such as close ties to their communities, consistently high clearance rates for violent and property crimes, and officers capable of adapting and responding to a wide variety of situations.

The IACP provides information on the newest and most promising practices in the policing profession and is proud to present the *Evidence-based Crime Reduction Strategies for Small, Rural, and Tribal Agencies* guide. We have partnered with the Office of Community Oriented Policing Services (COPS Office) and the Center for Evidence-Based Crime Policy (CEBCP) at George Mason University to offer this resource to agency leaders, presenting promising evidence-based crime reduction practices.

While there has been much discussion as to "what works" in policing, little information has been available concerning small, rural, and tribal agencies. This guide collects and organizes the most current conclusions on evidence-based crime reduction strategies and the most effective ways to incorporate them into these agencies. The IACP encourages the use of these proven, evidence-based policing practices to bolster effective crime reduction strategies and improve efforts to create safer communities.

Sincerely,



Cynthia Renaud
President
International Association of Chiefs of Police

Letter from the Center for Evidence-Based Crime Policy

Dear colleagues,

The Center for Evidence-Based Crime Policy (CEBCP) in the Department of Criminology, Law, and Society at George Mason University is pleased to collaborate with the International Association of Chiefs of Police (IACP) and the Office of Community Oriented Policing Services (COPS Office) to present this guide on evidence-based policing practices for small, rural, and tribal agencies. The mission of the CEBCP is to make scientific research a key component in decisions about crime and justice policies. We carry out this mission by collaborating with criminal justice agencies and serving as a translational link between the research and practice communities.

While most of the research on evidence-based policing has been conducted in large, urban agencies around the United States, tens of millions of Americans live in suburban and rural communities, and a majority of police departments serve small populations or employ fewer than 25 officers (or, of course, both). This effort to share promising practices with these departments and document the innovations they are already using presents tremendous opportunities to advance the field of evidence-based policing. This guide will allow small, rural, and tribal departments to adapt evidence-based approaches to local conditions and constraints and evaluate their effectiveness directly and will enable a broader range of agencies and communities to realize the benefits to crime prevention, efficiency, and public relations that evidence-based policing can provide.

Sincerely,



David Weisburd
Executive Director & Distinguished Professor



Cynthia Lum
Director & Professor

Center for Evidence-Based Crime Policy
Department of Criminology, Law and Society
George Mason University

Introduction

This guide provides evidence-based policing practices (EBPP) for small, rural, and tribal agencies. The information comes from published research studies and working group conversations with command staff from various small, rural, and tribal agencies.

In this guide, we use the terms *small and rural* or *small, rural, and tribal* broadly. The types of agencies that fall within these categories vary in terms of size, crime rates and types, and community characteristics. More than 12,000 local police agencies in the United States are "small" or serve small populations—75 percent employ fewer than 25 sworn officers, and 71 percent serve populations of fewer than 10,000 residents (Hyland and Davis 2019). However, not all small agencies serve rural communities. For example, some small agencies serve independent towns within densely populated metropolitan areas. On the other hand, some county police agencies with hundreds of sworn officers serve predominantly rural communities (e.g., Yang et al. 2018). Police agencies that serve tribal communities operate within a unique cultural, historical, and legal context. While we use the terms *small*, *rural*, and *tribal* somewhat interchangeably, the main guiding principle for police agencies trying to implement evidence-based policing is that strategies, interventions, and practices must be specific, tailored, and based on the best available information relevant to the department and jurisdiction. This is with the understanding that there is no one-size-fits-all approach.

In 2019, the U.S. Department of Justice, Office of Community Oriented Policing Services (COPS Office) and the International Association of Chiefs of Police (IACP) partnered with George Mason University's Center for Evidence-Based Crime Policy (CEBCP) for the project "Translating Crime Reduction Best and Emerging Practices for Small and Rural Agencies." Under this project, subject matter experts explored and collected research on promising evidence-based policing practices specific to small, rural, and tribal agencies. Small, rural, and tribal agencies often operate with limited financial and personnel resources that can make implementing EBPPs challenging. However, these agencies have specific strengths that can bolster their EBPP efforts.

This guide provides small, rural, and tribal agencies with innovative and creative ways to incorporate EBPPs into their operations. We present information and case studies on EBPPs that have been evaluated and demonstrated successful outcomes as well as additional tips, ideas, and promising strategies identified in published studies and conversations with law enforcement leaders. The guide is divided into three sections:

1. Practices that **maximize the strengths** of small, rural, or tribal agencies, such as community-police engagement and peacemaking
2. Practices that **address common needs** and challenges of small, rural, or tribal agencies, such as hot spots policing strategies that maximize efficiency when resources are limited
3. Problem-oriented practices that **address common problems** identified in small, rural, or tribal agencies, including substance use, traffic offenses, and property crime

The IACP and CEBCP recognize that much of what we know about EBPPs and what "works" in policing has been studied in large, urban agencies and that the conclusions of those studies do not always translate meaningfully to small, rural, and tribal agencies. This guide provides information on EBPPs for crime reduction and how to implement them in ways that are practical for small, rural, and tribal agencies.

Part I. Maximizing the Strengths of Small, Rural, and Tribal Agencies

This section includes tips, strategies, and case studies to assist small, rural, and tribal agencies in maximizing existing relationships with the community to build trust and reduce crime.

Community-police engagement

Many small, rural, or tribal agencies serve communities with strong interpersonal ties among residents. Officers are typically well-integrated socially in these communities, and this integration maintains a stronger sense of legitimacy and trust in the police from the community. Officers in small or remote towns are often easily recognizable or are residents of the town themselves. When police are viewed as community members rather than as outsiders, the likelihood of positive interactions and trust from non-police residents increases (Baker 2019; Cardarelli, McDevitt, and Baum 1998; Falcone, Wells, and Weisheit 2002; Weisheit, Falcone, and Wells 2006; Payne, Berg, and Sun 2005; Decker 1979; Marenin and Copus 1991; Christensen and Crank 2001; Holmes, Painter, and Smith 2017; Adams 2019; Jobes 2003; Ekelund 2013; Liederbach and Frank 2003; Pelfrey 2007; O'Shea 1999; IACP 2018). Problem-solving responses are common in rural and small towns, particularly when residents contact police for service-related issues (Maguire et al. 1997; Weisheit, Falcone, and Wells 2006).[1] Small, rural, and tribal police agencies have long practiced community-police engagement without formal units.

Considering the close interpersonal ties between small, rural, and tribal agencies, officers may feel more accountable to the community than those in larger or urban agencies (Falcone, Wells, and Weisheit 2002; DeKeseredy et al. 2007). Given this close relationship, officers may be more careful to act in a way that is procedurally just. This accountability can increase police legitimacy, which means community members are more likely to comply with the law (Fenwick et al. 2011; Weisheit, Falcone, and Wells 2006).

This public service orientation to police work can be reflected in the various responsibilities expected of officers in small, rural, and tribal agencies. Many of these agencies have limited financial or personnel resources for specialized full-time positions, requiring officers to fill different types of roles depending on need and circumstance. This flexibility increases efficiency and allows a small number of officers to address a wide variety of quality-of-life issues that extend beyond crime prevention (Christensen and Crank 2001; Falcone, Wells, and Weisheit 2002; Fenwick et al. 2011; Holmes, Painter, and Smith 2017; Jobes 2003; Johnson and Rhodes 2009; O'Shea 1999; Payne, Berg, and Sun 2005; Weisheit, Falcone, and Wells 2006). This adaptability can make the implementation of new and evidence-based crime reduction strategies in small, rural, and tribal agencies easier compared to larger, urban agencies.

1. However, there are some crime types—mainly domestic violence—for which rural residents are hesitant to involve the police (DeKeseredy 2007; DeKeseredy et al. 2006; DeKeseredy et al. 2007).

Community-police engagement strategies

Agencies can leverage existing community partnerships and support to increase community-police engagement in several ways:

- Attend community events such as resource fairs, neighborhood cleanup events, community-police bicycle rides, and faith/prayer walks.
- Conduct listening sessions, roundtables, focus groups, policy review committees, and community advisory groups to identify problems and co-produce tangible solutions.
- Establish strategic partnerships with community-based service providers, substance abuse treatment services, victim services, business associations, faith-based organizations, and educational institutions.
- Keep an open dialogue with the community through neighborhood briefings, town hall meetings, facilitated police-community dialogues, and public safety roundtables.
- Leverage social media and press conferences to share information.
- Offer citizen police academies, volunteer opportunities (neighborhood watch programs, Citizens on Patrol, etc.), and youth engagement activities (Police Athletic Leagues).
- Survey the community for feedback.

The IACP offers a wealth of community-police engagement resources on community partnerships, bias-free policing, use of force, leadership and culture, recruitment and hiring, community trauma/victim services, and cooperative safety solutions. You can access these resources at https://www.theiacp.org/resources/document/community-police-engagement.

Case study I.1. Community Oriented Policing—Columbia Heights (Minnesota) Police Department, USA

Background

Columbia Heights is a small suburb of Minneapolis, Minnesota, with about 20,000 residents. Since 2008, the Columbia Heights Police Department (CHPD) has implemented a multifaceted community-police engagement strategy aimed at lessening the fear of crime and strengthening community trust in the police.

Intervention

The CHPD's community-police engagement program is a multi-pronged approach directed by the department's Community Oriented Policing Coordinator (a full-time sworn officer position). Aspects of the CHPD's program include Neighborhood Watch, Citizen Academy, regular public forums, Cops-N-Kids program, Big Brothers / Big Sisters elementary school program, anti-bullying programs, National Night Out, Coffee with a Cop, and Eat and

Greet (in which the department partners with local restaurants to hold catered outdoor public forums). The CHPD also partners with myriad community organizations—including community development and public works programs, local fire departments, Anoka County Social Services, Anoka County Mental Health Services, and local religious organizations—to collaboratively address community problems.

Results

In 2014, the CHPD conducted a scientifically validated survey to measure community partners' and residents' satisfaction with the department's community-police engagement program. The survey found that 76 percent of community partners felt that the CPE community-police engagement program had led to crime reductions; 72 percent of community partners were satisfied with their collaborative relationship with the CHPD. Among residents, 94 percent said that they felt safe in their neighborhood, while 99 percent said they felt confident that the police would adequately address their problem if called. The community-police engagement program is still ongoing at CHPD.

Learn More about the CHPD's Community Police Engagement Program

CHPD (Columbia Heights Police Department). 2015. Measuring the Effectiveness of Community Policing. IACP Awards Submission. Columbia Heights, MN: Columbia Heights Police Department. https://cms5.revize.com/revize/columbiaheightsmn/document_center/Police/cpa_628.pdf.

More Community Policing Tips and Techniques

Strategies for making connections with residents

- Attending town councils and other town leadership events
- Front Porch Roll Call (pre-shifts' roll call held in the community rather than inside the agency)
- Knock and Talk (going door to door, conversing with residents, and handing out police department magnets)
- National Night Out
- Police ride-along programs
- Tribal agency officers attending cultural events

Strategies for engaging youth

- "Badgetober" (officers handing out stick-on badges to kids)
- Officers having lunch with students at school
- "Popsicle on Patrol" (officers handing out popsicles to kids during the summer)
- "Trunk or Treat" (handing out candy or other treats from the trunks of police cars at Halloween)

Community partnerships

- Co-responder programs for behavioral health-related calls for service (e.g., Crisis Intervention Training, Mobile Crisis Team)
- Substance use disorder diversion programs
- Tribal agencies collaborating with tribal leaders for wraparound services)

Case study I.2. Suburban Crime Prevention Team—Australian Capital Territory Police, Canberra, Australia

Learn More about the Australian Capital Territory Police's Suburban Crime Prevention Team

Segrave, Marie, and Lisa Collins. 2005. *Evaluation of a Suburban Crime Prevention Team.* Canberra, ACT: Australian Institute of Criminology. https://www.aic.gov.au/sites/default/files/2020-05/tbp014.pdf.

Background

In 2002, the Australia Capital Territory Police (ACTP) created the Suburban Crime Prevention Team (SCPT) to promote community policing techniques in the small Canberra suburb of Narrabundah.

Intervention

For six months, two SCPT officers dedicated their time to community police engagement. Partnering with community members and organizations, the SCPT officers identified crime problems residents were most concerned about. The SCPT officers collaborated with residents and representatives from the local government, schools, businesses, community groups, and welfare agencies to set priority lists for the problems that these stakeholders wanted addressed. The SCPT's objectives were to reduce crime, reduce fear of crime, gather intelligence, and increase community satisfaction with the police.

Results

While the SCPT had little measurable effect on rates of serious crime in Narrabundah, it successfully addressed high-priority disorder issues like youth loitering at local businesses. Residential fear of crime also decreased in Narrabundah during the six months that the SCPT was active. The SCPT's initiative for intelligence gathering was successful; residents reported they felt comfortable communicating intelligence to the SCPT officers. Surveys found that residents who interacted directly with the SCPT officers viewed them very positively; 89 percent of these residents reported they were satisfied or very satisfied with their interactions. Evaluation of the SCPT showed that although the program had to deal with several limitations (e.g., financial constraints, deployment restrictions for only two officers dedicated to community policing roles), it still produced positive results for the ACTP and did not result in an increase in crime or decrease in positive perceptions of the police in the area.

Case study I.3. Community Policing in Southern California—El Centro (California) Police Department, USA

Background

In 1997, the El Centro Police Department (ECPD) in the suburban southern border city of El Centro, California, partnered with researchers from San Diego State University to implement a community policing program aimed at improving police-resident relations. Many of the residents of El Centro are Spanish speakers, so a main part of the intervention was to deploy bilingual community policing officers.

Intervention

The ECPD's community policing strategy included building a community center that offered youth programming, establishing a police substation at the community center, assigning officers to permanent beats, holding town hall meetings with the police, and conducting police knock-and-talks in which bilingual officers introduced themselves to residents and asked them about their opinions of the city's most pressing crime problems. The ECPD applied the community policing strategy to one El Centro neighborhood ("treatment" community) and compared residents' perceptions and calls for service from this neighborhood to three other neighborhoods ("comparison" communities) that did not receive the community policing strategy.

Learn More about the ECPD's Community Policing Intervention

Sabath, Michael, and Harold Carter. 1998. *An Evaluation of Efforts to Strengthen Police–Resident Relations in El Centro, California: A Final Report.* San Diego: San Diego State University. https://nij.ojp.gov/library/publications/evaluation-efforts-strengthen-police-resident-relations-el-centro-california.

Results

Analysis of the results found that residents in the treatment community were more likely than residents in comparison communities to report that they were familiar with the officers policing their neighborhoods and to rate officers' performance positively. Calls for service between 1996 and 1997 in the treatment neighborhood also declined by about 4 percent, while calls for service in the comparison neighborhoods increased by 1–2.5 percent.

Tribal Policing

For tribal agencies, community-police engagement is especially important because of the emphasis placed by many tribes on community, kinship, history, and culture. However, for some tribal agencies, jurisdictional issues and administrative delays can make relationship building difficult. To maintain legitimacy and trust between officers and community members, police in tribal areas—especially nontribal agencies and officers who are not tribe members—need to be conscious of tribal laws, customs, and norms.

While there is little research on EBPPs in tribal police agencies, community policing philosophies mesh with aspects important to tribal communities such as tribal identity and culture, kinship, communalism, and respect for elders (IACP 2016). Some community-police engagement strategies used specifically by tribal agencies include the following:

- Incorporating tribal languages and culture into police logos and uniforms
- Recruiting officers who are tribe members
- Training officers in tribal languages and culture
- Working with tribal leadership councils to inform police policy
- Engaging with young people to focus on tribal cultural education

Fundamentals from practices in other parts of the tribal justice system can be incorporated into tribal models of community policing (Jones et al. 2014; Ruddell and Jones 2020; Wakeling et al. 2001; Brimley et al. 2005). These include restorative justice, non-adversarial conflict resolution, culturally grounded prevention, holistic healing practices, and cultural education (Jarrett and Hyslop 2015; Nesheim 2010). Many tribal responses to crime and delinquency are based on "healing the wound" caused by the act rather than punishing the perpetrators. Healing can be achieved through intensive conversations between the affected parties, restitution, and reintegrative shaming (an approach akin to the concept of "hating the sin but loving the sinner") (Jarrett and Hyslop 2015; Nesheim 2010).

One example is the Circle Peacemaking Program, a restorative justice program used by the T'lingit tribe in Kake, Alaska. The traditional practice of circle peacemaking is a means by which tribal communities respond to crime or victimization and involves gathering the victim and their family, the offender and their family, and community representatives to discuss the offense and agree upon an appropriate means of sanctioning the offender and compensating the victim (Jarrett and Hyslop 2015).

The Circle Peacemaking Program uses this model of circle peacemaking to address underage drinking by gathering youth offenders, victims, families, friends, faith representatives, police, substance abuse counselors, and other concerned community members to discuss the offense and agree on appropriate sentencing (including curfews,



community service, and formal apologies). Working in conjunction with the Alaska state court system, these agreed-upon punishments take the place of more formal criminal justice sanctions (Organized Village of Kake 2003). Researchers advocate for tribal agencies to be trained in tribe-specific methods of conflict resolution so that officers can incorporate more informal, culturally appropriate approaches into their responses to crime.

Promising practices include the following:

- "Culturally grounded prevention" strategies (Carter, Straits, and Hall 2007)
    - Most appropriate for entrenched issues (e.g., substance use)
    - An example is Project Venture in New Mexico, USA, which addresses tribal youth substance use by integrating holistic healing, traditional storytelling, and education on tribal values and customs to address substance abuse and delinquency in the community
- Wellness Courts (Tribal Healing to Wellness Courts) (Gottlieb 2005a; Gottlieb 2005b; Gottlieb 2005c; Gottlieb 2005d; Tribal Law and Policy Institute 2003)[2]
    - Alternative approaches to incarceration
    - Incorporate traditional ceremonies, holistic healing practices, and cultural education to address alcohol and drug-related use and crime
    - Leverage collaborative relationships including judges, case managers, substance abuse treatment providers, and law enforcement officers
    - Seek to repair the physical and spiritual health of offenders with tribal-specific interventions to reduce future harm

2. The four Native American tribes discussed by Gottlieb were the Blackfeet Tribe of Montana, the Fort Peck Tribes of Montana, The Hualapai Tribe of Arizona, and the Poarch Band of Creek Indians in Alabama.

Learn More about Translatable Evidence-Based Tribal Justice Interventions

Carter, Susan, Kee J.E. Straits, and McClellan Hall. 2007. "Project Venture: Evaluation of an Experiential, Culturally Based Approach to Substance Abuse Prevention with American Indian Youth." *Journal of Experiential Education* 29(3): 397–400. https://doi.org/10.1177%2F105382590702900315.

Gottlieb, Karen. 2005a. *Process and Outcomes Evaluations of the Blackfeet Alternative Court.* Washington, DC: U.S. Department of Justice. https://nij.ojp.gov/library/publications/process-and-outcome-evaluations-blackfeet-alternative-court.

Gottlieb, Karen. 2005b. *Process and Outcomes Evaluations of the Fort Peck Tribes Community Wellness Court.* Washington, DC: U.S. Department of Justice. https://nij.ojp.gov/library/publications/process-and-outcome-evaluations-fort-peck-tribes-community-wellness-court.

Gottlieb, Karen. 2005c. *Process and Outcomes Evaluations of the Hualapai Wellness Court.* Washington, DC: U.S. Department of Justice. https://nij.ojp.gov/library/publications/process-and-outcome-evaluations-hualapai-wellness-court.

Gottlieb, Karen. 2005d. *Process and Outcomes Evaluations of the Poarch Band of Creek Indians Drug Court.* Washington, DC: U.S. Department of Justice. https://nij.ojp.gov/library/publications/process-and-outcome-evaluations-poarch-band-creek-indians-drug-court.

IACP. 2021a. "Tribal Community Policing Project." Accessed July 13, 2021. https://theiacp.org/projects/tribal-community-policing.

Organized Village of Kake. 2003. *Kake Circle Peacemaking.* Cambridge, MA: Harvard Project on American Indian Economic Development. https://www.hpaied.org/sites/default/files/publications/Kake%20Circle%20Peacemaking.pdf.

Tribal Law and Policy Institute. 2003. *Tribal Healing to Wellness Courts: The Key Components.* Washington, DC: Bureau of Justice Assistance. https://www.ojp.gov/pdffiles1/bja/188154.pdf.

Part II. Addressing the Needs of Small, Rural, and Tribal Agencies

This section includes tips, strategies, and case studies to assist small, rural, and tribal agencies in addressing their needs relating to resource allocation, technology use, and training. It is organized into four areas: (1) hot spots policing, (2) training, (3) technology and social media, and (4) grants.

While small, rural, and tribal police agencies have many strengths compared to their large or urban counterparts, they also experience unique challenges and constraints. Resources—finances, personnel, and technology—are often more limited because of limited tax bases and economic decline in some rural areas. Some rural and tribal agencies

serve large geographic areas with dispersed populations, limited infrastructure, and challenging terrain that make it difficult to allocate patrols and respond to emergencies. Research on effective police strategies and training programs has typically focused on large urban agencies, meaning that small, rural, and tribal agencies find it difficult to access training that addresses the specific challenges of their jurisdictions (Adams 2019; Baker 2019; Cardarelli, McDevitt, and Baum 1998; Ekelund 2013; Fenwick et al. 2011; Huey and Ricciardelli 2017; NPF 2020; Weisheit, Falcone, and Wells 1994; Weisheit, Falcone, and Wells 2006). Even when training is available, very small agencies with only two or three officers may not be able to spare personnel to attend trainings.

Tight budgets may limit agencies from establishing civilian-level positions like crime analysts, technology specialists, and forensic technicians. Small and rural agencies often collaborate with larger city- or state-level agencies to access these resources. Small, rural, and tribal agencies often rely on outdated equipment or improvise solutions (for example, communication via officers' personal cell phones) if they lack the resources to invest in technology. For example, small and rural agencies may be less likely than urban agencies to use body-worn cameras or license plate readers, which require investment in data storage and retention solutions and equipment (NPF 2020). This shortage in resources may make it more difficult for some agencies to be proactive in addressing crime—a hallmark of evidence-based policing—rather than simply reacting to calls for service as they come in.

In conversations with police leaders of small, rural, and tribal agencies, a theme emerged around the lack of specific training available to these agencies. Multiple police leaders consistently discussed how limited resources may hinder agencies' abilities to take advantage of EBPPs because of their inability to apply for grants and collaborate with researchers. There may be few resources to research opportunities and write grant proposals in agencies that only employ two or three officers. Further, agencies may lack the financial resources to hire a professional grant writer, and remote or isolated agencies may not have easy access to local universities or research organizations for the development of researcher-practitioner partnerships.

Hot spots policing

Hot spots policing is the data-driven allocation of police resources to small places where crime concentrates. Research shows a majority of jurisdictions' crime concentrates at a small number of geographical locations and that hot spots policing is effective at reducing crime and disorder (e.g., Braga, Papachristos, and Hureau 2014; Braga et al. 2019; Weisburd 2015; National Academies of Sciences, Engineering, and Medicine 2018b). Hot spots policing can help small, rural, and tribal agencies use limited resources efficiently. The identification of hot spots does not necessarily require expensive crime analysis software or specially trained personnel. Low-cost technology can be used to organize crime data, identify hot spots, and share information with officers. For example, many small, rural, and tribal agencies use spreadsheets to identify peak times and locations where crimes occur (e.g., "alcohol-impaired drivers are most likely to use the road from these specific bars and restaurants between midnight and 2:00 a.m.") and use the software's built-in analysis tools to create graphs or other data outputs to aid in hot spots identifications.

Online maps can be used to visualize data, and collaborative document sharing platforms can be used to share information between officers. For example, the Landrum (South Carolina) Police Department uses shared documents

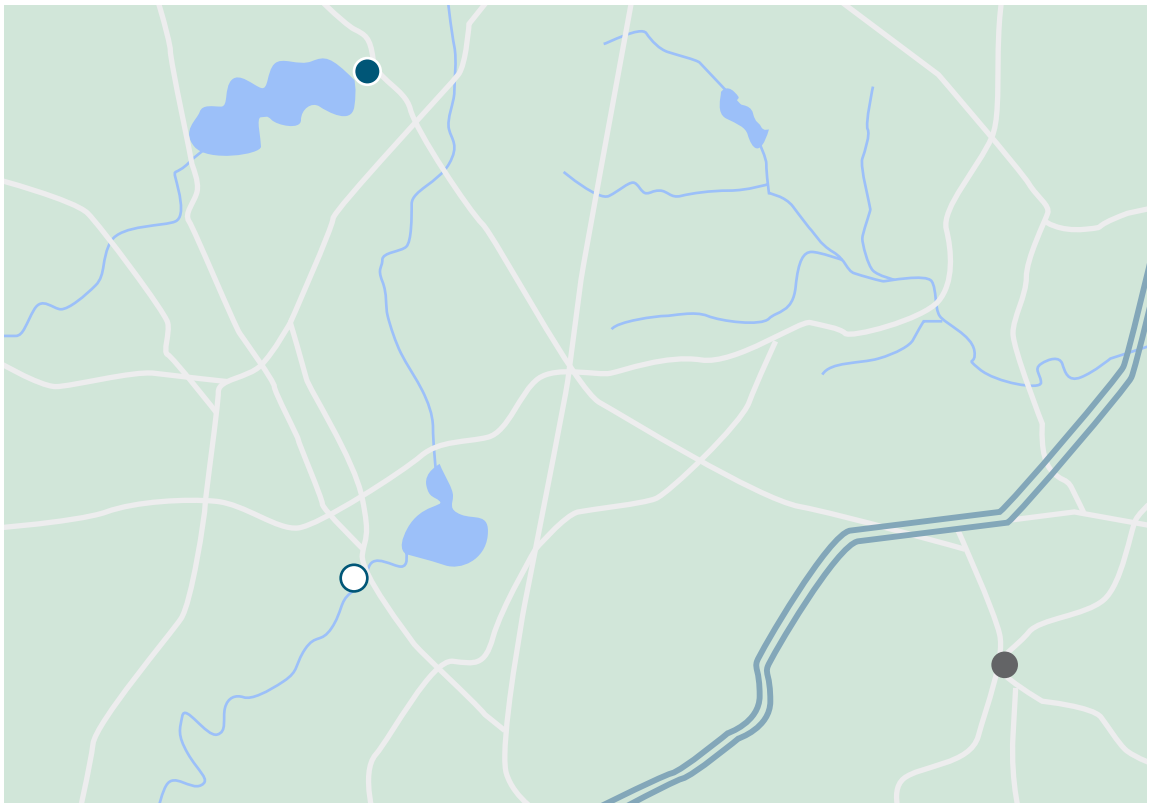


to catalog the addresses and times of recent calls for service. Officers can access the documents on their smart phones and see real-time updates, allowing them to increase their visual presence in higher-crime areas. Note that there may be privacy implications to what can be shared in these documents, so check department policies and local and state laws.

Figure 1 on page 13 is an example of how a small, rural, or tribal department with limited financial resources could use this service.

- First, agencies must identify the area of interest. These areas can be large (e.g., the entire jurisdiction) or small (e.g., neighborhood, street segments, block). Agencies can store screenshots of the map in word processing documents shared with all officers.

Figure 1. Map with hot spots shown



- Agencies should decide what incidents or calls for service they are most interested in tracking. If interested in all calls for service over a certain period, it may be better to export data from their records management system and analyze the data in a spreadsheet. For this example, the cases are drug crimes, assault, and property crimes.
- Agencies can then instruct officers to document any incidents of these categories in a spreadsheet. Categorical rows can include information like the time of call, location, incident outcome, and other variables of interest.
- Once locations are noted, the incidents can be plotted by type on the map. This visualization can assist police in defining hot spots before employing place-based, evidence-based strategies.

What if an agency has too few officers working at a given time to proactively patrol hot spots? Some small agencies have implemented creative solutions, such as parking an empty "ghost car" in a known speeding hot spot. Drivers do not immediately see it is unoccupied, so they slow down. The illusion of police presence may be enough to encourage people to drive responsibly and thus prevent traffic violations. Agencies without the available resources to purchase or spare a current patrol vehicle have built collaborative relationships with local sheriffs offices, state police, and highway patrols to increase coverage and visibility at drunk driving hot spots on weekends and holidays.

Case study II.1. Initiative: Laser Point—Riley County (Kansas) Police Department, USA

Background

The Riley County Police Department (RCPD) implemented Initiative: Laser Point. The program deployed proactive police patrols to hot spots around rural and suburban Riley County, Kansas, to address property crime and traffic violations (Hegarty et al. 2014; Riley County Police Department 2013).

Learn more about Initiative: Laser Point

Hegarty, Tim L., Sue Williams, Shaun Stanton, and William Chernoff. 2014. "Evidence-Based Policing at Work in Smaller Jurisdictions." *Translational Criminology* 6: 14–15. https://cebcp.org/wp-content/uploads/2019/06/TC6-Spring2014.pdf.

Riley County Police Department. 2013. "Initiative: Laser Point – Research Summary." Riley County Police Department. Last modified October 24, 2013. http://www.rileycountypolice.org/news/2013/10/24/initiative-laser-point-research-summary.

Intervention

Beginning in October 2012, the RCPD used crime data from the previous 12 months to identify 48 high-crime street segments. The RCPD and Kansas State University (KSU) randomly assigned these street segments into three groups: (1) officer visibility only ("V"), (2) officer visibility and activity ("VA"), and (3) streets in which officers did not proactively patrol hot spots ("control"). Officers in V hot spots visited the area at least once a day and parked their squad car for 15 minutes in highly visible places but did not proactively interact with the public. Officers in VA hot spots visited the area at least once a day, parked for 15 minutes, contacted the public, and addressed order maintenance issues (e.g., illegal parking, excessive noise, and alcohol-related violations). The control street received no proactive patrols. The experiment ran for about four months.

Results

Violent crime, property crime, and calls for service in both the V and VA hot spots significantly decreased during the experiment in comparison to the previous three years. On average, crime decreased in the hot spots by about one violent crime, two property crimes, and three calls for service during the experimental period. The decrease was about the same in the V and VA hot spots, which suggests that the police can deter crime simply through increased visibility even if they do not interact with the public. Initiative: Laser Point was also viewed favorably by the local community. An earlier research study carried out by the RCPD, Operation Impact, which involved proactive traffic stops and enforcement in hot spots, was criticized as being overly aggressive. However, Initiative: Laser Point had greater crime reduction benefits. Then Captain Tim Hegarty summed up the success of Initiative: Laser Point by noting,

> "At a time when trust between the police and the community is so essential, deployment strategies such as Laser Point suggest that police can reduce crime without jeopardizing their legitimacy." (Hegarty et al. 2014, 18)

Training

As in any police department, training for small, rural, and tribal police agencies should provide a balance of basic skills and common challenges like driving; communication; weapons training; responding to accidents or mass casualty situations; de-escalation; drug interdiction; dealing with low-incident high-risk events, such as riots, hostage situations; and special victim crimes. Agencies with limited resources or personnel can still take advantage of training opportunities in creative ways. Several online training platforms are available, such as IACPlearn and Police One. While these are not always as comprehensive as in-person training, they are cost effective, and officers are not taken away from duty. Some agencies take advantage of instructor training so that they can send one person, who can then return and train their colleagues.

Learn more about *Police Chief* magazine's "Low-Cost Innovation" Articles

Courtney, Kevin M. 2021. "Low-Cost Innovations: Reducing Nuisance Parties and Noise Complaints." International Association of Chiefs of Police. Accessed July 22, 2021. https://www.policechiefmagazine.org/low-cost-innovations-reducing-nuisance-parties/?ref=9a1bc67c1a29093f8a99b9260410323c.

Ervin, J.D., and Michael Swilaski. 2021. "Low-Cost Innovations: Community Outreach through Children's Programs." International Association of Chiefs of Police. Accessed July 22, 2021. https://www.policechiefmagazine.org/low-cost-innovations-community-outreach/?ref=ffc69e2378895df078c2141d6b57e89b.

Scimeca, John. 2021. "Low-Cost Innovations: Police-Community Partnership Program." International Association of Chiefs of Police. Accessed July 22, 2021. https://www.policechiefmagazine.org/low-cost-innovations-police-community/?ref=1903815636260b2999eae005fb8fe671.

Smith, Kenny L. 2021. "Low-Costs Innovations: Proud: Giving Neighborhoods A Fresh Start." International Association of Chiefs of Police. Accessed July 22, 2021. https://www.policechiefmagazine.org/low-costs-innovations-proud-giving/.

IACP Resources

Police Chief magazine

Police Chief magazine has been the official publication of the IACP since 1934 with a global circulation of more than 30,000 and a readership of more than 100,000. As IACP's monthly magazine, *Police Chief* is a vehicle for global information sharing and a source for police solutions, ideas, and best practices. It provides authoritative, cutting-edge information to police leaders and personnel on management and leadership practices, law enforcement procedures, and innovative solutions and concepts for increased efficiency and effectiveness in a wide realm of policing areas.

IACPlearn

IACPlearn is the IACP's learning management system and serves as a hub for on-demand and live virtual learning such as training, webinars, podcasts, and conference workshops from prior in-person and virtual events. IACPlearn is free to access for all in the policing field, including civilian and sworn IACP members and non-members. IACPlearn provides a suite of courses that help law enforcement professionals better understand and implement policies

and practices that promote positive organization-wide outcomes. Topics include community-police engagement, leadership, ethics, human and civil rights, technology, and more. With IACPlearn, police professionals can access online education and earn IACP credits any time from any device.

Office of Community Policing Services' Training Portal

The COPS Office's Training Portal is a multimedia platform on various community policing resources at no cost for law enforcement organizations, training academies, or individual officers. The resources are high quality and engaging to enhance existing training provided to law enforcement.

Using technology and social media

Learn More about Technology and Social Media Resources

IACP. 2021b. "Implementing Technology." Accessed July 13, 2021. https://www.theiacp.org/resources/policy-center-resource/implementing-technology.

IACP. 2021c. "Social Media." Accessed July 13, 2021. https://www.theiacp.org/resources/policy-center-resource/social-media.

IACP. 2021d. "Technology and Social Media." Accessed July 13, 2021. https://www.theiacp.org/resources/technology-and-social-media.

There is limited research on the use of new and evolving technologies in small, rural, and tribal jurisdictions. However, there is some evidence that technologies such as crime analysis systems and software and mobile data terminals (MDT), laptops, mobile digital devices, and smart phones can improve small, rural, and tribal agencies' ability to proactively address crime in their jurisdictions (Christensen and Crank 2001; Santos 2018; Santos and Santos 2015a; Sutherland and Mueller-Johnson 2019). Small, rural, and tribal agencies can benefit from access to crime analysis systems and personnel who may help them better identify crime hot spots and repeat offenders for a targeted response. MDTs connect officers with various criminal databases and allow officers to be in contact with colleagues and other agencies. Technology can also be used to improve community-police engagement in ways other than data analysis; for instance, body-worn cameras can bolster police legitimacy and reduce community complaints in small, rural, and tribal agencies (Koen 2016). This legitimacy and complaint reduction is important given small, rural, and tribal agencies' strong focus on police-community engagement.

Some small, rural, and tribal agencies use social media to gather intelligence and connect with the community (IACP 2018). Social media can help overcome some of the barriers rural police might face when their community is dispersed across a large geographic area and can help bolster community trust and legitimacy, improving the department's reputation. Research on the effectiveness of social media presence in reducing crime is limited, but several agencies have touted its ability to connect officers with community members and serve other community policing–related purposes (Perez 2021).

Case study II.2. Addressing farm crime and victimization with the Agricultural Crime, Technology, Information, and Operations Network (ACTION)

Background

Associates from the Florida State University and the Urban Institute collaborated to create the Agricultural Crime, Technology, Information, and Operations Network (ACTION) program, a prevention initiative that uses "intensive policing and prosecution, surveillance equipment, information dissemination, and marking of equipment, supplies, and livestock" (Chalfin et al. 2007) to address agricultural crime in rural California's Central Valley.

Learn More about the ACTION Program

Mears, Daniel P., Michelle L. Scott, Avinash S. Bhati, John Roman, Aaron Chalfin, and Jesse Jannetta. 2007. *A Process and Impact Evaluation of the Agricultural Crime, Technology, Information, and Operations Network (ACTION) Program*. Washington, DC: Urban Institute. https://www.urban.org/research/publication/process-and-impact-evaluation-action-program.

Intervention

The technological aspects of the ACTION initiative are (1) the collection and analysis of agricultural crime data, (2) a database of agricultural crimes for information sharing among law enforcement offices and prosecutors across several counties, and (3) the use of surveillance equipment (including security cameras, alarms, and motion detectors) on farms to deter crime and identify offenders. After implementing the ACTION program in 13 southern California counties between 2003 and 2006, researchers conducted a process and impact evaluation of the program in 2007.

Results

The 2007 evaluation found that the ACTION initiative reduced victimization and increased agricultural crime arrests and prosecution. In 2004 and 2005, the program was responsible for recovering more than $6.3 million in stolen agriculture-related property.

Case study II.3. The Kentucky State Police's social media program

Background

The Kentucky State Police (KSP) is responsible for policing several rural communities and roadways across the state. Because the KSP is the sole law enforcement authority in many small towns dispersed across a wide geographic area, it has established a cohesive social media presence that allows it to stay better connected to residents.

Intervention

The KSP has set up a communication system across several social media platforms including Facebook, Twitter, YouTube, and Instagram (Brewer and Bray 2014). The KSP uses these platforms to disseminate information (including wanted posters, Amber alerts, and safety notices) to

Learn More about the KSP's Social Media Program

Brewer, Rodney, and Sherry Bray. 2014. "Social Media: An Outreach Tool for Rural Communities." *Police Chief* 81(6): 34–37. https://www.policechiefmagazine.org/social-media-an-outreach-tool-for-rural-communities.

community members, interact with the news media (providing real-time updates on crime-related news stories), and allow community members to call in tips related to crimes in progress or open cases. The KSP even has a smart phone app that allows community members to anonymously send a crime tip, photo, or voice memo to the department.

Results

KSP officials note that the KSP's social media program has been very successful. It has facilitated the capture of several wanted individuals by sharing photos and soliciting tips from the public. The program has also contributed to improved police-community relations through spreading information about well-received community policing initiatives undertaken by the KSP.

Applying for grants

The time and expertise needed to apply for grant funding to cover costs, implement new programs, and obtain equipment can seem daunting for small, rural, or tribal agencies. Agencies may not have access to a grant writer or research partner who is knowledgeable about the process. One solution is to work on initiatives with stakeholders that have staff experienced with grant writing, such as local government or social services. Agencies can also partner with researchers through universities to assist with grant writing and management of the initiative, such as the evaluation portion of the grant process. This section provides broad guidance and further resources on how agencies can engage in the grant application process.

Broad grant writing tips

1. Identify needs and set realistic goals.
2. Consider time constraint.
3. Collect current credentials.
4. Keep all stakeholders involved.
5. Review the grant requirements.
6. Seek help for research and writing.
7. Identify subject matter experts (SME).
8. Be prepared to provide up-to-date data, research findings, and citations.
9. Make sure you have all the required documents.

10. Check your budget.
11. Have strong contacts and resumes.
12. Follow the format guidelines.
13. Make sure your proposal is visually appealing and easy to read.
14. Review multiple times (Elkins 2020).

Applying for U.S. Department of Justice–funded grants

The U.S. Department of Justice (DOJ) provides funding opportunities through grants for law enforcement and public safety enterprises in state, local, and tribal jurisdictions to assist crime victims; provide training and technical assistance; conduct research; and implement programs that improve the criminal, civil, and juvenile justice systems. There are three major grant-making components under the DOJ: (1) the COPS Office, (2) the Office of Justice Programs (OJP), and (3) the Office on Violence Against Women (OVW). The OJP also has subsidiary offices such as the Bureau of Justice Assistance (BJA) and Office for Victims of Crime (OVC). In addition, DOJ created the Coordinated Tribal Assistance Solicitation (CTAS) for tribal agencies; it is more flexible than other DOJ grant processes as a direct response to concerns raised by tribal law enforcement.

The broad process for applying for a DOJ grant is as follows:

1. Get a Data Universal Numbering System (DUNS) number by calling 866-705-5711 or by visiting https://fedgov.dnb.com/webform.
2. Ensure active registration with the System for Award Management (SAM) database (registration must be updated or renewed annually to maintain an active status). You must submit a notarized letter appointing the authorized Entity Administrator before your registration will be activated. This requirement now applies to both new and existing entities.
3. Register at Grants.gov and complete required forms.
4. DOJ applications are a two-step process that involves Grants.gov and JustGrants access. Register at https://justicegrants.usdoj.gov/.
5. Sign-up for notifications on funding opportunities and resources.

Learn More about Grant Writing

COPS Office (Office of Community Oriented Policing Services). 2021. "Grants." Accessed July 13, 2021. https://cops.usdoj.gov/grants.

DOJ (U.S. Department of Justice). 2021. "Grants." Accessed July 13, 2021. https://www.justice.gov/grants.

Newell, Bridget. 2015. *Best Practices Guide: Grant Writing*. Alexandria, VA: International Association of Chiefs of Police. https://www.theiacp.org/sites/default/files/2018-08/BP-GrantWriting.pdf.

OJJDP (Office of Juvenile Justice and Delinquency Prevention). 2021. "CTAS Online Tool." Accessed July 13, 2021. https://tribalyouthprogram.org/resources/funding-opportunities/ctas.

Part III. Addressing Common Crime Problems Faced by Small, Rural, and Tribal Agencies

This section includes tips, strategies, and case studies to assist small, rural, and tribal agencies to address common crime problems through problem-oriented policing tactics and philosophies. These common crime problems are illicit substance offenses, traffic violations, driving under the influence or while intoxicated (DUI/DWI), and property crimes.

Although small, rural, and tribal agencies vary widely, they deal with some crime problems at higher rates than police agencies in urban communities. This guide focuses on three specific crime problems: (1) substance use (including both drug and alcohol use and drug manufacturing and trafficking), (2) traffic violations and driving under the influence or while intoxicated (DUI/DWI), and (3) property crime.

Substance use–related problems—including abuse and misuse of methamphetamines, opioids, prescription medications, and alcohol—have substantially increased in rural areas in the 21st century. Police agencies are often the first and only resource in rural communities where treatment and rehabilitation services are limited, as they are the one entity that cannot refuse to provide service (Borzecki and Wormith 1985; Butterfield 2002; Christensen and Crank 2001; Ekelund 2013; Fraser 2011; Garriott 2011; Hafley and Tewksbury 1996; Holmes, Painter, and Smith 2017; Jobes 2003; Lum and Koper 2013; NPF 2020; Kuhns, Maguire, and Cox 2007; Payne, Berg, and Sun 2005; Weisheit, Falcone, and Wells 1994; Weisheit, Falcone, and Wells 2006). Substance use can also contribute to other crime and public safety issues such as domestic violence, traffic violations, and organized crime. Many rural areas contain miles of highways, which—along with high levels of substance use—can lead to increased risk of traffic violations and DUI/DWI offenses. Large geographic areas and limited emergency services can also increase the deadliness of these incidents.

Property crime is a significant challenge in communities served by small, rural, and tribal agencies that have experienced chronic poverty or rapid economic change and can also be associated with substance use–related acquisitive crime (Barclay 2016; Barclay and Donnermeyer 2002; Barclay and Donnermeyer 2007; Barclay and Donnermeyer 2011; Barclay et al. 2001; Carrington, Hogg, and McIntosh 2011; Carrington, McIntosh, and Scott 2010; Weisheit and Wells 2004). While overall property crime rates are generally lower in rural and suburban communities compared to urban areas, crimes such as household burglaries and agriculture-related theft are particularly problematic.[3]

3. According to 2017 NCVS statistics, the overall property victimization rate per 1,000 households was 142.8 for urban areas, 86.4 in suburban areas, and 102.1 for rural areas. The NCVS defines "urban" as the largest city (or grouping of cities) in a Metropolitan Statistical Area (a population of 50,000 or more) and "rural" as a variety of place types ranging from sparsely populated rural areas to cities with populations of fewer than 50,000 residents that are not located inside a Metropolitan Statistical Area.

Problem-oriented policing

Problem-oriented policing (POP) involves identifying the most pressing crime problems in the community and developing targeted interventions to address the driving factors. The goal is to prevent crime rather than react to it after it occurs by identifying the root causes of the problem. POP involves a systematic problem-solving process such as the SARA model (scanning, analysis, response, assessment; see table 1 on page 31) and is often implemented in collaboration with other agencies, service providers, and community members (Lum and Koper 2013; Crank, Giacomazzi, and Steiner 2004; Fraser 2011; Garriott 2011; Nicholas 2007).

Many POP interventions involve one or more of the following activities:

- **Situational crime prevention.** Modifying the environment to reduce opportunities for crime or increase the risk of being caught. Examples: target hardening (installing better locks on doors and windows, keeping fences in good repair, storing valuable equipment in locked sheds overnight, etc.)
- **Environmental design.** Changing the space through design to reduce the opportunities for crime or increase the risk of being caught. Examples: keeping outside areas well-lit, installing surveillance systems, etc.
- **Repeat offender analysis.** Identifying individuals with whom the police repeatedly come into contact and developing targeted interventions to reduce their risk of offending. This approach can be used with a variety of different crime types (Lum and Koper 2013; Kerr, Whyte, and Strang 2017; Liggins, Ratcliffe, and Bland 2019).

POP strategies can be low cost and easy to implement. For example, many agencies report success in addressing methamphetamine manufacturing by working with or training business owners to restrict access to substances used in production that can be lawfully purchased such as lithium batteries, household chemicals, and cold medications with pseudoephedrine (Fraser 2011; Garriott 2011; Nicholas 2007; Scott and Dedel 2006).

Theft of farm equipment, crops, and livestock presents a big problem for police agencies in rural areas. Some examples of simple interventions that these agencies can implement in collaboration with farm owners or provide information about to the community include the following:

- Keeping outside farm areas well-lit
- Keeping fences in good repair
- Keeping a rigorous inventory of supplies
- Marking identification numbers on expensive equipment and tools
- Tattooing livestock
- Storing harvested crops in locked locations
- Storing large equipment in locked barns/sheds overnight
- Using locks on doors and windows (Fraser 2011)

DUIs and accidents involving impaired drivers are a challenge for many small, rural, and tribal police agencies. POP strategies can be built into hot spots policing interventions like the one developed by the Iowa State Patrol described in case study III.3. Agencies can also work with community members to create neighborhood watch patrols around local bars and with bar managers to create incentives for patrons to avoid drinking and driving (for example, providing discounts and coupons to designated drivers or those who, where public transit and rideshare is available, leave their vehicles in the parking lot overnight).

The following case studies are organized according to the specific problems the POP strategies are aimed to address: substance use (case studies III.1 and III.2), traffic/DUI/DWI (case studies III.3 and III.4), property crime (case studies III.5 and III.6), and general crime or public safety issues (case studies III.7–III.9). Case studies III.8 and III.9 also showcase how police agencies can collaborate with local service providers or conduct repeat offender analysis to get ahead of potentially significant problems.

Learn More about POP

ASU Center for Problem-Oriented Policing. 2021. "Center for Problem-Oriented Policing." Accessed July 13, 2021. https://popcenter.asu.edu/.

Hinkle, Joshua C., David Weisburd, Cody W. Telep, and Kevin Petersen. 2020. "Problem-Oriented Policing for Reducing Crime and Disorder: An Updated Systematic Review and Meta-Analysis." *Campbell Systematic Reviews* 16(2): e1089. https://doi.org/10.1002/cl2.1089.

Substance use case studies

Case study III.1. Project ANGEL—Gloucester (Massachusetts) Police Department, USA

Problem addressed

Substance use

Background

In 2015, the Gloucester Police Department (GPD), under the direction of Chief Leonard Campanello, began Project ANGEL to address opioid addiction and opioid-related overdose deaths in the small town of Gloucester, Massachusetts.

Learn More about Project ANGEL

GPD (Gloucester Police Department). 2015. Volunteer ANGEL Program. Gloucester, MA: Gloucester Police Department. http://gloucesterpd.com/wp-content/uploads/sites/17/2015/05/Gloucester-Angel-Program.pdf.

Schiff, Davida M., Mari-Lynn Drainoni, Zoe M. Weinstein, Lisa Chan, Megan Bair-Merritt, and David Rosenbloom. 2017. "A Police-Led Addiction Treatment Referral Program in Gloucester, MA: Implementation and Participants' Experiences." *Journal of Substance Abuse Treatment* 82: 41–47. https://doi.org/10.1016/j.jsat.2017.09.003.

Intervention

Project ANGEL is a police-led substance abuse treatment referral program in which individuals with opioid addictions can come to the GPD and be referred to substance abuse treatment services. GPD officers conduct initial evaluations and connect clients with local substance abuse treatment organizations. Once the referral is accepted, GPD ensures immediate transport of the client to the treatment center. Per GPD policy, any eligible individual seeking help from the GPD for opioid-related issues is not arrested or charged for possessing illegal opioids or drug equipment.

Results

In its first year, Project ANGEL connected more than 350 individuals with substance abuse treatment services. An evaluation of Project ANGEL in 2015–2016 found that 75 percent of individuals seeking help from the GPD for opioid addiction were successfully referred to services. Of those who entered referral services, 37 percent reported abstinence from opioid use at a six-month follow-up. The program successfully increased trust between the police and residents. Individuals successfully referred to services reported that the police were welcoming and non-judgmental.

Case study III.2. Addressing the "crime triangle" of alcohol, vandalism, and drug use in a small town—Pennsylvania, USA

Problem addressed

Substance use

Background

University of Scranton researchers Thomas Baker and Loreen Wolfer describe the implementation and analysis of a POP intervention used in a small town in Pennsylvania with a population of about 5,500 residents. From 1996–1998, the town's police force collaborated with researchers to design a program that used target hardening, environmental design, and proactive patrol to address problems of drug and alcohol crimes and vandalism in a local park.

Intervention

Following community members' concerns about the high incidence of drug- and alcohol-related crimes and vandalism in a local park, police and researchers identified simple ways to use environmental design and target hardening to make the park less criminogenic. Police and community organizations partnered to do the following:

- Improve lighting
- Install security cameras
- Repair holes in the fence surrounding the park
- Trim overgrown hedging

All these measures increased the visibility of criminal activity in the park. The town's police department also began proactive patrols of the area and worked with residents to establish a Neighborhood Watch program.

Results

After the intervention, researchers found that residents living near the park were about 60 percent less fearful of crime during the day and 30 percent less fearful of crime during the night than they had been before the police intervention. The researchers are reasonably sure that this decrease in fear of crime was due to the new police intervention because residents living near a similarly troubled park on the other side of town (which received no new police intervention) did not report any decreases in their fear of crime during the same period. Survey respondents living near the targeted park also reported seeing 50 percent less vandalism and drunken and disorderly conduct after the intervention than they reported before the intervention.

Learn More about This POP Intervention

Baker, Thomas, and Loreen Wolfer. 2003. "The Crime Triangle: Alcohol, Drug Use, and Vandalism." *Police Practice and Research* 4(1): 47–61. https://doi.org/10.1080/1561426032000059187.

CEBCP (Center for Evidence-Based Crime Policy). 2021. "Evidence-Based Policing Matrix: Micro Places – Baker and Wolfer (2003)." George Mason University. Accessed July 12, 2021. https://cebcp.org/evidence-based-policing/the-matrix/micro-places/micro-places-baker-and-wolfer-2003/.

Traffic/DUI/DWI case studies

Case study III.3. Addressing traffic violations, fatalities, and reckless driving by identifying "origin hot spots"—Iowa State Patrol, USA

Problem addressed

Traffic/DUI/DWI

Learn More about Policing Origin Hot Spots

Clary, Ken. 2018. "Utilizing Data and Science to Reduce Serious Injury and Fatality Crashes on Rural Roadways." *Translational Criminology* 15: 12–13. https://cebcp.org/wp-content/uploads/2019/06/TC15-Fall2018.pdf.

Clary, Ken. 2019. *Employing Evidence to Combat Everyday Tragedy*. Notes from the Field. Washington, DC: National Institute of Justice. https://nij.ojp.gov/topics/articles/evidence-based-practice-employing-evidence-combat-everyday-tragedy.

JTIC (Justice Technology Information Center). 2019. "Webinar Focuses on Reducing Traffic Fatalities." TechBeat, September 2019. https://www.ojp.gov/ncjrs/virtual-library/abstracts/webinar-focuses-reducing-traffic-fatalities.

Background

Identifying traffic violation hot spots in rural jurisdictions is difficult because of the vast geographic areas they cover. Some agencies have used crash data to identify the "origin hot spots" where drivers involved in crashes typically started their routes. The study described here was spearheaded by Captain Ken Clary of the Iowa State Patrol (ISP) in collaboration with CEBCP. The study is ongoing, but short-term results are promising (Clary 2018; Clary 2019).

Intervention

In 2018, ISP and CEBCP analyzed 10 years' worth of traffic crash data to identify the likely origin points of drivers involved in fatal traffic violations. The project identified 56 towns and 28 roadways across Iowa from which most drivers in fatal traffic violations typically start their route. In most cases, these "origin hot spots" featured businesses that sold alcohol (e.g., bars, gas stations, and convenience stores).

ISP troopers began randomly and intermittently patrolling the origin hot spots. They spent 10–20 minutes at each, engaging in highly visible and nonpunitive interactions with the public (referred to as "touches"). For instance, troopers made a point to enter bars and have friendly conversations with patrons about the importance of drinking responsibly, using designated drivers, and wearing seatbelts. Troopers also left pamphlets in gas stations and convenience stores highlighting the common causes of traffic fatalities (distracted driving, driving under the influence, speeding, and not wearing seatbelts). Troopers also stationed themselves along the 28 roadways identified in the analysis. The goal of each of these activities was to increase the visibility of police presence in the origin hot spots.

Results

In 2018, a group of 18 troopers dedicated specifically to this initiative made nearly 10,000 "touches." In 2019, the ISP expanded the program, with 78 officers tasked with spending one hour per shift making "touches." This initiative is fairly new, and long-term data have not yet been analyzed. However, short-term data indicate traffic violations have decreased since implementation.

Case study III.4. Increase the visibility of drunk driving enforcement—Charles County, Maryland, USA

Problem addressed

DUI/DWI

Background

To prevent impaired driving, many strategies emphasize increasing the perceived risk of being stopped and arrested. Highly visible enforcement (HVE) strategies coupled with public education campaigns were found to be effective interventions (Fell, McKnight, and Auld-Owens 2013). This enforcement can take various forms: special patrols with deployed officers dedicated to DUI/DWI offender apprehension, saturation patrols of officers (sometimes from multiple jurisdictions) at "hot spots," and sobriety checkpoints. The National Highway Traffic Safety Administration sponsored a research institute to examine existing HVE interventions at the local and state level and to identify these interventions along with case studies and guidelines for HVE implementations. One of the case studies is the Charles County (Maryland) Sheriff's Office's HVE Program. Charles County is a rural area with two-lane country roads and state highways with four lanes.

Learn More about Increasing Driving Enforcement Visibility

Fell, James C., A. Scott McKnight, and Amy Auld-Owens. 2013. *Increasing Impaired-Driving Enforcement Visibility: Six Case Studies.* Washington, DC: National Highway Traffic Safety Administration. https://www.ojp.gov/ncjrs/virtual-library/abstracts/increasing-impaired-driving-enforcement-visibility-six-case-studies.

Intervention

Collaborating with the Community Traffic Safety Program Coordinator, the Sheriff's Office's HVE Program combines enforcement, public education, and media engagement. The Sheriff's Office conducts sobriety checkpoints once a month. The types of checkpoints are as follows:

- Nighttime (between 8:00 p.m. and 2:00 a.m.)
- Happy hour (between 4:00 p.m. and 7:00 p.m.)
- Phantom (intermittent checkpoints set up but not conducted)

Saturation patrols are conducted during the times between checkpoints, and press releases of checkpoints are issued. Other visibility strategies included variable message signs, posters, marquee messages, and a marked DUI trailer. During checkpoints, officers distribute informational materials like brochures. Later, a public campaign to encourage community members to report drunk drivers was also added. The program also partnered with other community organizations such as businesses and MADD—Mothers Against Drunk Driving.

Results

There have been no reported negative perceptions of the HVE program from the community. Anecdotal evidence indicates community members tell officers they appreciate their efforts to keep drunk drivers off the roads. Arrest rates increased when the HVE program was first implemented but then decreased some time later. Most important, Charles County has seen a decrease in impaired driving fatalities.

Property crime case studies

Case study III.5. Tactical police response to micro-time hot spots—Port St. Lucie (Florida) Police Department, USA

Problem addressed

Property crime

Background

Research shows that certain crime types can "flare up" in hot spots. This may occur when offenders identify an area that offers opportunities for crime (e.g., locations that are unsecured, unguarded, or poorly lit) and commit multiple offenses there within a certain period (Santos 2018; Santos and Santos 2015a; Santos and Santos 2015b; Santos 2013). These "micro-time" hot spots often last for several weeks or months before cooling down.

Researchers Roberto Santos and Rachel Santos evaluated the Port St. Lucie (Florida) Police Department's (PSLPD) program of tactical police response to micro-time hot spots. Port St. Lucie is a suburban residential jurisdiction in southern Florida. Researchers reviewed police data from 2008 to 2014 to determine how effective the department's micro-time hot spots intervention was in deterring residential vehicle theft and burglary (Santos and Santos 2015a; Santos and Santos 2015b; Crime Solutions 2020).

Learn More about Micro-Time Hot Spots

Crime Solutions. 2020. "Program Profile: Tactical Police Responses to Micro-Time Hot Spots for Thefts from Vehicles and Residential Burglaries (Port St. Lucie, Florida)." National Institute of Justice. Last modified December 4, 2020. https://crimesolutions.ojp.gov/ratedprograms/626.

Intervention

The PSLPD used crime analysis software to identify "micro-time" hot spots, which it defined as places where two or more residential burglaries or vehicle thefts occurred within 14 days of each other and within a 0.5-mile radius. The PSLPD deployed directed patrols in the hot spots, contacted crime victims, and contacted known offenders living in or near the area. Directed patrol accounted for 95 percent of officers' activities during this intervention. It consisted of short (15-minute) visits to the location several times per day for 14 days after the last known crime had occurred in the micro-time hot spot. Officers would either park or drive around the location during the patrol. Officers used both directed patrol and victim contact in 27 percent of deployments and directed patrol plus known offender contact in 3–5 percent of deployments to the hot spots.

Results

Both residential vehicle theft and residential burglary decreased by about 20 percent in the micro-time hot spots that received tactical police response during the study period, without displacing crime to the surrounding areas. The police response also decreased the length of time that the places were "hot" for (an average of five days compared to 13 days at places that did not receive the tactical response).

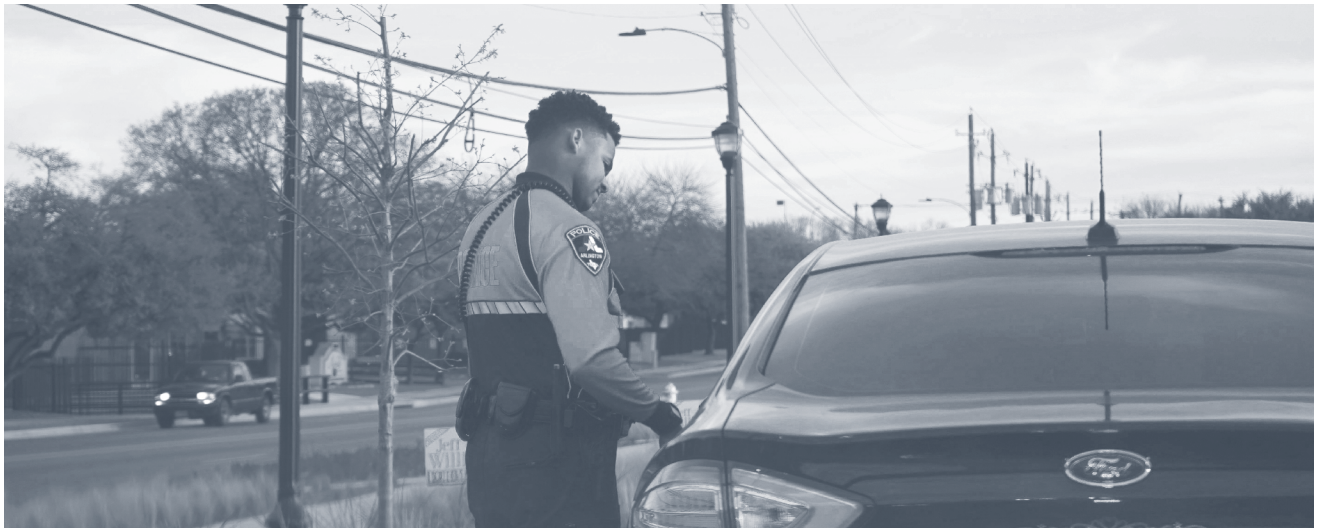
Case study III.6. Addressing residential burglaries in small and mid-sized towns—Durham Constabulary, County Durham, UK

Problem addressed

Property crime

Background

The Durham Constabulary (DC) is responsible for policing County Durham in Northeast England. In 2017, the DC began a POP program focused on addressing residential burglaries in several small and mid-sized cities in its jurisdiction through target hardening.



Intervention

The DC used five years' worth of crime data and discussion with community members to identify 12 neighborhoods that had high rates of residential burglary. Using an experimental design, the DC employed a POP target-hardening program to six of the neighborhoods, while the other six neighborhoods did not receive the target-hardening program. The DC distributed Safer Home Packs to residents in the target hardened neighborhoods that included the following:

- Anti-climb paint
- Fence spikes
- Neighborhood Watch signs
- Shed alarms
- Various types of lighting: security lighting, light timers, simulated TV lighting (small lights that people can use inside their homes to make it look as if someone is at home watching TV)

Learn More about the Durham Constabulary's Residential Target Hardening Program

Durham Constabulary. 2017. *Reducing Dwelling Burglaries in Areas Which Repeatedly Suffer High Rates in County Durham, UK*. Herman Goldstein Award Submission. Durham, UK: Durham Constabulary. https://popcenter.asu.edu/sites/default/files/17-04.pdf.

Results

The DC measured crime in the six target-hardened neighborhoods and six non–target hardened neighborhoods for one year after implementing the intervention. Five of the six target-hardened neighborhoods saw significant crime reduction following the intervention (crime decreased in these neighborhoods by 50 to 80 percent; crime remained static in one target-hardened neighborhood). In the neighborhoods that did not receive the target hardening, crime either decreased less

significantly or increased. The DC noted that although there was a significant up-front cost for the Safer Home Packs, this cost was more than made up for by the reduction in burglaries and the amount of police time saved responding to fewer calls for service in the target-hardened neighborhoods.

Repeat offender analysis and collaborative POP case studies

Case study III.7. Operation Panther Pride—Niagara County (New York) Sheriff's Office, USA

Problem addressed

General crime/public safety

Background

In 2010, the Niagara County Sheriff's Office (NCSO), under the direction of Sheriff James R. Voutour, implemented Operation Panther Pride in the small town of Newfane, New York. The operation used POP strategies to address crime and disorder in high crime areas in town.

Intervention

Operation Panther Pride used the SARA model (see table 1) to identify areas of high crime and disorder in the town. Using crime analysis and communication with residents, the operation found that most of the crime and disorder occurred in and around the town's Main Street. The Sheriff's Office used a 10-point plan that included zero-tolerance enforcement for drug offenses, repeat offender identification, proactive patrol, and strict enforcement of youth curfews to address these problems.

Table 1. SARA model*

1. Scanning	2. Analysis	3. Response	4. Assessment
• Identify reoccurring problems/concerns • Identify consequences of the problem • Prioritize problems • Determine broad goals • Confirm existence of problem, how frequently problem occurs • Select problems to more closely examine	• Identify and understand events and conditions of the problem • Determine appropriate data for collecting • Research the problem • Determine how problem is currently being addressed • Narrow the scope of the problem • Identify resources • Develop hypothesis about the problem	• Explore interventions (what are other places doing) • Select an intervention • Outline a response plan and responsibilities • State objectives of the response plan • Implement response plan activities	• Conduct a process evaluation (was response plan implemented) • Collect pre- and post-data • Determine if goals and objectives were met • Identify new strategies to improve response plan • Continue assessments to ensure long term effectiveness

* Arizona State University Center for Problem-Oriented Policing, "The SARA Model," accessed July 13, 2021, https://popcenter.asu.edu/content/sara-model-0.

Learn More about Operation Panther Pride

NCSO (Niagara County Sheriff's Office). 2011. *Operation Panther Pride*. Herman Goldstein Award Submission. Lockport, NY: Niagara County Sheriff's Office. https://popcenter.asu.edu/sites/default/files/library/awards/goldstein/2011/11-34.pdf.

Results

Comparing the crime counts for the four weeks pre- and the four weeks post-implementation, the NCSO found that crime in Newfane decreased by 60 percent. The NCSO also looked at the crime decrease in a nearby town that is very similar to Newfane and found that crime decreased in that town by only 7 percent during the same time. The NCSO concluded, "Our findings clearly indicate a sustained reduction in calls for service directly related to the neighborhood problems identified at the onset of this task, thus making this project a marked success for local law enforcement and members of the Newfane business community" (NCSO 2011).

Case study III.8. Identifying the "felonious few" in a rural English County—Northamptonshire Police, Northamptonshire, UK

Problem addressed

General crime/public safety

Background

Northamptonshire is a mostly rural county in England. The Northamptonshire Police (NP), with the assistance of crime analyst Ashley Liggins and researchers at the University of Cambridge and Temple University, used data about the types and severity of crimes committed in its jurisdiction to identify the "felonious few" repeat offenders who caused the most crime-related harm to the community.

Intervention

The NP used crime analysis software to review all crimes committed in their jurisdiction between January 2010 and December 2016. The NP also used the Cambridge Crime Harm Index (CCHI), a tool that uses UK sentencing guidelines to estimate the amount of harm caused by each kind of crime.[4] Multiplying the prevalence of each type of crime with the amount of harm it causes allows police agencies to determine the types of crime that cause the most total harm in their communities. For instance, although homicide is recognized as a highly harmful crime, it occurs far less frequently than other types of violent assaults. Because they occur with enough regularity *and* they are highly harmful, the CCHI identifies rape, sexual assault, violent assault, and robbery as the crimes accounting for the most harm in communities in the country. By combining the crime data with the CCHI, the NP was able to identify the most prolific repeat offenders in its jurisdiction *and* the repeat offenders committing crimes that caused the most harm to the community.

4. The longer the recommended minimum sentence for each crime, the more severe and harmful the crime is to the community.

Results

The analysis found that nearly 75 percent of all crimes committed during the seven years of the study were committed by repeat offenders. When looking at the severity of crimes, the analysis found only 7.6 percent of the "felonious few" accounted for more than 80 percent of crime harm. Put simply, this means that a very small portion of offenders is responsible for an overwhelming portion of the types of crime that cause the most harm to the community. Crime analysts and researchers working with the NP recommend that keeping up-to-date lists of the "felonious few" in small and rural jurisdictions can help agencies identify individuals for proactive engagement and focused deterrence strategies.

Learn More about Identifying the "Felonious Few" Repeat Offenders

Liggins, Ashley, Jerry H. Ratcliffe, and Matthew Bland. 2019. "Targeting the Most Harmful Offenders for an English Police Agency: Continuity and Change of Membership in the 'Felonious Few.'" *Cambridge Journal of Evidence-Based Policing* 3(3): 80–96. https://doi.org/10.1007/s41887-019-00039-7.

Learn More about the Cambridge Crime Harm Index (CCHI)

Sherman, Lawrence, Peter William Neyroud, and Eleanor Neyroud. 2016. "The Cambridge Crime Harm Index: Measuring Total Harm from Crime Based on Sentencing Guidelines." *Policing: A Journal of Policy and Practice* 10(3): 171–183. https://doi.org/10.1093/police/paw003.

Case study III.9. The Police-Mental Health Provider Co-Responder Model—Roanoke County (Virginia) Police Department, USA

Problem addressed

General crime/public safety

Background

From 2016–2019 the Roanoke County Police Department (RCPD) in primarily rural Roanoke County, Virginia, partnered with mental health provider Intercept Youth Services and CEBCP to implement an experimental community policing strategy where mental health clinicians co-responded with RCPD officers to mental health–related calls for service.

Intervention

The overarching goal of this co-responder model was to improve policing responses to mental health–related calls for service by diverting individuals experiencing mental health crises away from the criminal justice system and immediately connecting them with clinical services to prevent future harm and recidivism. Before the intervention, the RCPD spent a disproportionate amount of time responding to mental health–related calls for service because of the lack of services in the area. The RCPD and CEBCP used a randomized experimental design to test the effectiveness of the co-responder model for reducing calls for service and decreasing the amount of police time and resources used on mental health calls. During pre-determined shifts, mental health clinicians responded with RCPD officers to mental health calls for service to provide de-escalation and immediate introduction to treatment for individuals experiencing mental health crises.

Results

Individuals who consented to receive treatment from the mental health clinicians made fewer calls for service following the intervention than those individuals who did not. RCPD command staff and officers were also extremely positive about the intervention, reporting it reduced the amount of time officers spent responding to mental health calls and reduced officer stress.

Learn More about the RCPD's Police–Mental Health Provider Co-Responder Model

Yang, Sue-Ming, Charlotte Gill, L. Cait Kanewske, Yi-Fang Lu, Muneeba Mazam, Paige S. Thompson, Howard Hall, and James Chapman. 2015. *Improving Police Response to Mental Health Crisis in a Rural Area.* Roanoke, VA: Roanoke County Police Department. https://www.strategiesforpolicinginnovation.com/sites/default/files/inline-files/Final_Report_RCPD.pdf.

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About the Center for Evidence-Based Crime Policy

The **Center for Evidence-Based Crime Policy (CEBCP)** in the Department of Criminology, Law, and Society at George Mason University seeks to make scientific research a key component in decisions about crime and justice policies. The CEBCP carries out this mission by advancing rigorous studies in criminal justice and criminology through research-practice collaborations and proactively serving as an informational and translational link to practitioners and the policy community. Learn more about our work at https://cebcp.org and about the Department of Criminology, Law, and Society at https://cls.gmu.edu.

About the IACP

The **International Association of Chiefs of Police (IACP)** is the world's largest and most influential professional association for police leaders. With more than 30,000 members in more than 165 countries, the IACP is a recognized leader in global policing. Since 1893, the association has been speaking out on behalf of law enforcement and advancing leadership and professionalism in policing worldwide.

The IACP is known for its commitment to shaping the future of the police profession. Through timely research, programming, and unparalleled training opportunities, the IACP is preparing current and emerging police leaders—and the agencies and communities they serve—to succeed in addressing the most pressing issues, threats, and challenges of the day.

The IACP is a not-for-profit 501(c)(3) organization headquartered in Alexandria, Virginia. The IACP is the publisher of *Police Chief* magazine, the leading periodical for law enforcement executives, and the host of the IACP Annual Conference, the largest police educational and technology exposition in the world. IACP membership is open to law enforcement professionals of all ranks, as well as nonsworn leaders across the criminal justice system. Learn more about the IACP at www.theIACP.org.

About the COPS Office

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

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

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

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

- To date, the COPS Office has funded the hiring of approximately 130,000 additional officers by more than 13,000 of the nation's 18,000 law enforcement agencies in both small and large jurisdictions.
- Nearly 700,000 law enforcement personnel, community members, and government leaders have been trained through COPS Office–funded training organizations and the COPS Training Portal.
- Almost 500 agencies have received customized advice and peer-led technical assistance through the COPS Office Collaborative Reform Initiative Technical Assistance Center.
- To date, the COPS Office has distributed more than eight million topic-specific publications, training curricula, white papers, and resource CDs and flash drives.
- The COPS Office also sponsors conferences, round tables, and other forums focused on issues critical to law enforcement.

COPS Office information resources, covering a wide range of community policing topics such as school and campus safety, violent crime, and officer safety and wellness, can be downloaded via the COPS Office's home page, https://cops.usdoj.gov.

This guide presents information on evidence-based policing practices in small, rural, and tribal agencies, which often have different problems and different needs from the large, urban agencies where most law enforcement research is conducted—as well as different strengths. It includes case studies and additional information gleaned from the literature and from conversations with law enforcement leaders.

U.S. Department of Justice
Office of Community Oriented Policing Services
145 N Street NE
Washington, DC 20530

To obtain details about COPS Office programs, call the COPS Office Response Center at 800-421-6770.

Visit the COPS Office online at **cops.usdoj.gov**.

International Association of Chiefs of Police
44 Canal Center Plaza Ste 200
Alexandria, VA 22314

Call the IACP at 800-THE-IACP or visit online at **theiacp.org**.

Center for Evidence-Based Crime Policy
Department of Criminology, Law, and Society
George Mason University
4400 University Drive MS 6D12
Fairfax, VA 22030

Visit CEBCP online at **cebcp.org**.

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