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ATTORNEY GENERALS' URBAN CRIME SUMMIT

MONDAY, SEPTEMBER 16, 2013

University of Missouri Kansas City

Atterbury Student Success Center

Pierson Auditorium

PANEL MEMBERS:

Attorney General Chris Koster

Kansas City Mayor Slyvester James

St. Louis Mayor Francis Slay

Kansas City, Missouri Police Chief Darryl Forte

St. Louis Metropolitan Police Chief Sam Dotson

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1 CHANCELLOR MORTON: Well, good
2 morning and welcome to the Urban Crime Summit.

3 As you know, this has been put together
4 by the Missouri State Attorney General, Mr. Chris
5 Koster, and he's been helped by a number of people
6 throughout the state. And this is to focus on a
7 very important issue for all of us.

8 I'd also like to do a special welcome and
9 give our gratitude to the panelists who have come
10 for this important conversation. Their
11 experiences, awareness, and their hopes for
12 lessening urban crime is most welcomed.

13 Now, in addition to that, of course, we
14 need to welcome our city officials. We have
15 St. Louis Mayor Francis Slay and city manager --
16 Kansas City Mayor Sly James. We also have Chief
17 Sam Dotson of the St. Louis Metropolitan Police
18 Department and Kansas City's own Police Chief
19 Darryl Forte'.

20 Now, throughout our histories Kansas City
21 and St. Louis have enjoyed a lot of competition.
22 In fact, I think it was in 1985 that we had this
23 -- our baseball teams competed with each other in
24 the World Series. Now, I won't get into who won
25 that one but it was -- it was another one of those

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1 opportunities that we could share a lot.

2 Now, our cities continue to boast of a
3 great presence here in the Midwest. We have great
4 parks and great monuments and other things we can
5 talk about and share about and work together on.
6 Unfortunately, though, we share something else
7 that's -- that we don't want to brag about. We
8 are both -- both of our cities are in the Top 10
9 in crime in the -- in the United States. That's
10 something that we are not proud of and it's
11 certainly one of those issues that neither one of
12 us wants to win. You see, at the heart of that
13 issue is the fact that our children, teenagers,
14 and young people in their twenties are at the
15 heart of this activity. And we can't afford to
16 lose them. They are our future.

17 So I want to thank this panel, I want to
18 thank the Attorney General and members of this
19 panel for the work that they are about to do today
20 to help us get our arms around this issue and
21 improve the plight for our young people, for our
22 cities, and for this nation.

23 So as a citizen and as the person who is
24 fortunate to represent this university this
25 morning, I want to thank you for all that you're

1 doing. Thank you.

2 (applause)

3 CHANCELLOR MORTON: Now, I believe
4 Attorney General Chris Koster is next.

5 ATTORNEY GENERAL KOSTER: Good
6 morning, everyone. I want to thank you,
7 Chancellor Morton, for your welcoming remarks and
8 particularly for the kindness that your colleagues
9 at the University of Missouri-Kansas City have
10 bestowed upon us as we prepared over the last
11 month or so to hold this summit here.

12 I want to welcome all of you to this
13 four-day discussion in search of real solutions to
14 the problems of urban crime in our state. Day one
15 and day two of the Urban Crime Summit are hosted
16 by Mayor Sly James and Police Chief Darryl Forte´
17 here in Kansas City for which I thank them. Day
18 three and day four of the summit will be hosted by
19 Mayor Francis Slay and Police Chief Sam Dotson on
20 Wednesday and Thursday of this week as we move our
21 discussions to St. Louis.

22 Each of these individuals, Mayors James
23 and Slay, Police Chiefs Forte´ and Dotson, have
24 tremendous responsibilities and extraordinary
25 schedules. The fact that each of them has cleared

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1 four consecutive days of their calendars to focus
2 on the problem of urban crime is a recognition of
3 the toll this violence is taking on our two
4 cities. The fact that each has agreed to travel
5 across this state to the other's hometown is a
6 recognition that we as Missourians are all in this
7 together. The fact that we are here is a
8 statement that we do not accept this violence as
9 the status quo. 105 murders in Kansas City year
10 after year is unacceptable. 113 murders in
11 St. Louis year after year is unacceptable. Young
12 lives destroyed, families broken by grief,
13 children buried by parents. Generations raised
14 believing that this violence is normal. All of it
15 is unacceptable. My hope is that this week will
16 be a step on our journey home.

17 In 1990 New York City had a murder rate
18 of 14 murders per 100,000 citizens. Today it is
19 less than 4 murders per 100,00 citizens. Let me
20 say that again; in 1990 New York City had a murder
21 rate of 14 murders per 100,000 citizens and over
22 two decades that rate has dropped from 14 to 4.
23 This senseless violence can be stopped if we
24 demand it to be so.

25 Today Kansas City has a murder rate of 22

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1 murders per 100,000 Kansas Citians. St. Louis has
2 a murder rate of 35 per 100,000 citizens. Even
3 accounting for geographic anomalies, these
4 homicide rates far exceed those faced by New York
5 City even during its more violent era. And as a
6 state, Missouri's murder rate ranks 9th among the
7 50 states. Ninth worst. This conference will
8 serve us well. Even if it only forces us to look
9 in the mirror and recognize the ugliness of our
10 situation. But my hope is that it will do much
11 more.

12 Let us put every solution on the table.
13 Let us listen to the nation's experts, the
14 country's foremost criminologists and police
15 chiefs and let's ask them how do we begin to push
16 back against these obscenely high rates of
17 violence in our communities. We are not afraid of
18 honest discussion of controversial topics. We are
19 not afraid of approaches that will break old
20 paradigms. We welcome good-hearted people who
21 have traveled here to help us. We are only afraid
22 of the cost of complacency in the face of this
23 violence and of the lost lives and broken families
24 that our inaction will bring.

25 Over the next four days we will listen to

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1 law enforcement experts who have faced down the
2 toughest problems in America's largest cities. We
3 will hear from both the current and former police
4 commissioners of the City of New York. We will
5 hear from the former police chief of Los Angeles.
6 We will hear from leading authorities in the
7 country on evidence-based policing strategies, on
8 gang violence, on hot spot policing, on the newest
9 computer and camera technologies to keep watch on
10 our city streets, on prisoner reentry and on the
11 economic costs that crime brings, and much, much
12 more.

13 Experts in the field have travelled to
14 our state from New York and California, from
15 Chicago and Washington, D.C., and we will hear
16 from innovators from within our own communities.
17 This summit is an extraordinary event and I am
18 deeply grateful that so many have shown such
19 enthusiasm to make it a reality. Let us promise
20 that these efforts will bring measurable results.
21 Let us promise that this week will reduce violence
22 in our cities. Let us promise that this week
23 we'll save lives.

24 Every word that is spoken over the next
25 four days will be taken down by the court reporter

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1 to your right. The transcript will be available
2 to every law enforcement official and every
3 citizen of this state and beyond. And in early
4 December we will publish a detailed report of
5 recommendations for Missouri's law enforcement
6 community, policy makers and legislative leaders
7 that will summarize what we have learned and
8 recommend a concrete path forward. So with that,
9 let us begin.

10 I'm grateful to be joined in this effort
11 by four individuals who represent the citizens of
12 our two largest cities. Sly James was elected
13 mayor of Kansas City on March 22nd, 2011, and
14 during his 26 year legal career Mayor James served
15 as director of the Kansas City Metropolitan Bar
16 Association and vice president of the Board of
17 Directors of Legal Aid of Western Missouri. A
18 former partner of the law firm of Blackwell
19 Sanders, he now leads the Sly James Law Firm.

20 Francis Slay was elected the 45th mayor
21 of St. Louis in April of 2001 and is the longest
22 serving mayor of that city, having been reelected
23 to an historic fourth term in April of 2013.
24 Prior to being elected mayor he practiced law for
25 20 years, served as a St. Louis Alderman for ten

1 years and then as president of the St. Louis Board
2 of Aldermen from 1995 for 2001.

3 Darryl Forte' was sworn in as the
4 44th chief of police of the Kansas City Police
5 Department on October 13th, 2011. Prior to that
6 time he served as deputy chief for five years and
7 in that role he supervised the department's
8 Financial and Capital Improvements Units. Chief
9 Forte' has been with the Kansas City Police
10 Department for 28 years and joined the
11 department's Homicide Unit back in 1994.

12 And Colonel Sam Dotson joined the
13 Metropolitan Police Department of St. Louis on
14 October 11th, 1993. He was selected chief of
15 police on December 14th, 2012. Prior to being
16 named chief, he served as the operations director
17 for the City of St. Louis and has served in
18 numerous divisions within that department,
19 including the Board of Police Commissioners,
20 Office of the Chief, the Intelligence Division,
21 Operation -- Operational Planning, and the Fourth,
22 Seventh, and Ninth police districts in the City of
23 St. Louis.

24 So I'm optimistic about what the next
25 four days will hold. I thank you for your

1 attendance and your interest in this critical
2 topic. And I want to welcome to the podium now
3 the mayor of the City of Kansas City, my friend,
4 Sly James.

5 (applause)

6 MAYOR JAMES: Good morning,
7 everyone, and welcome to Kansas City.

8 I want to thank Attorney General Koster
9 for two things. First, I want to thank him for
10 seeing that there is a need to discuss these
11 issues regarding Kansas City and St. Louis in a
12 different way and in a different perspective than
13 other parts of the city -- or the state, rather.
14 The two urban areas of Missouri, Kansas City and
15 St. Louis, are far different than the other parts
16 of this city. We have different challenges, we
17 have different needs, we need different solutions.
18 It is an absolute fact that these two cities and
19 our plights represent the axiom that one size does
20 not fit all. And I want to thank Attorney General
21 Koster for recognizing that and I want to thank
22 him for the second thing of not stopping there.
23 Recognition is only one part of the
24 problem. But he's actually doing something about
25 it so he put together everyone who's going to be

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1 here in Kansas City for the next two days and here
2 in -- and in St. Louis for two days after that to
3 discuss the topic of urban crime and to
4 investigate the best practices and that is an
5 unprecedented, an absolutely unprecedented move by
6 a statewide elected official in this state. It
7 might have something to do with the fact that
8 Attorney General Koster knows a little bit about
9 crime having been a prosecutor, having been the
10 attorney general of this state. He has some --
11 some understanding of the impact of crime on the
12 people that crime touches on a day-to-day basis
13 and I want thank you very much for doing that,
14 Attorney General. Thank you.

15 (applause)

16 MAYOR JAMES: I am also grateful
17 to my colleague, Mayor Francis Slay, for joining
18 us in pushing for common sense public policy. And
19 many of you know that after looking at the news
20 and reading articles and watching what's going on
21 in the legislature, one thing that's absolutely
22 true and that is that common sense is not very
23 common.

24 Here recently we just dodged a bullet
25 with legislation, and I mean that literally, with

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1 legislation that would have totally neutered the
2 ability to enforce federal laws regarding guns.
3 That was legislation that obviously was not
4 written with St. Louis and Kansas City in mind.
5 It would have nullified federal laws and put our
6 KC NoVA program, other crime fighting techniques
7 that we've employed, in serious jeopardy. Our
8 governor rightfully vetoed it and the Attorney
9 General was a powerful voice in convincing the
10 legislature that it was an ill-conceived,
11 ill-advised, unconstitutional, unenforceable,
12 absolutely non-commonsensical approach to anything
13 except making some sort of statement that
14 everybody should have a gun and nobody should be
15 able to tell anybody else about who should have
16 it, what they should have, and what to do with it
17 when they've got it. That simply does not work in
18 Kansas City and in St. Louis.

19 Now, I'm not suggesting that we need to
20 do something that covers the entire state. We
21 should not be treated, we should not be legislated
22 in the same way as rural Missouri. Two different
23 things, two different needs, two different
24 situations.

25 It's unfortunate that a bill like that

1 distracted attention from the real issue and the
2 real issue is the slow motion mass murder that
3 goes on in Kansas City and St. Louis year, after
4 year, after year, after year. We need legislation
5 that helps us get rid of that problem, not
6 legislation that helps us get rid of federal law.
7 That's not what this is about.

8 Urban crime is a multi-dimensional
9 problem. It requires multi-dimensional
10 strategies. Having academics, law enforcement
11 personnel, policy makers, neighborhood leaders in
12 the same room is a huge step in having the
13 discussion that has to be had, that has to be had
14 about how we are going to deal with this serious
15 problem. I love Kansas City. People who come to
16 Kansas City love Kansas City. People who live
17 here love this city but it is difficult to
18 maintain the high quality of the city when the
19 corrosive effects of violence are increasing and
20 ever present. We must make a stand against it.
21 We have to do something about it.

22 I've been asked to give you an idea about
23 the crime issue here in Kansas City and it's --
24 Kansas City is a unique place in a lot of
25 different ways but it is not unique in terms of

1 urban crime. So we have multi-dimensional
2 socioeconomic issues here that other urban areas
3 across the country have. We have poverty, we have
4 neighborhoods that don't work, we have educational
5 institutions that are not effective, we have a
6 lack of jobs, we have hopelessness in our youth
7 and those are the root causes of violence. Those
8 are the root causes of crime. Those are things
9 that are persistent in this entire country. We
10 are not the only ones that see the gulf between
11 the haves and the have-nots increasing. That's
12 across this entire country. We however have to do
13 something about it at the local level if we are to
14 have any success in beating back crime.

15 We need more mental health services so on
16 Saturday we will have a program with Kathleen
17 Sebelius and others, 60, 70 people talking about
18 mental health. And a lot of those people will be
19 recipients of mental health services, but we need
20 mental health services in this city and we have to
21 have funds from the state to help pay for those.

22 We need to reject the idea that violence
23 is somehow the norm and acceptable. We need to be
24 just as outraged every day when somebody is killed
25 as we are when Sandy Hooks occur. That's the

1 problem. We only seem to get outraged when it
2 garners national headlines, but for every family
3 that loses someone to violence in this city,
4 that's a national headline to them and it's one
5 they'll live with the rest of their lives.

6 Last week I attended a community rally
7 for a 27-year-old mother, Myeisha Turner, and her
8 three-year-old daughter, Damiah. They were shot
9 in their own home with an 11-month-old boy
10 wandering around in that house for who knows how
11 long around his mother's and his sister's bodies
12 before being discovered. This shouldn't happen
13 anywhere. And I certainly don't want it happening
14 in our city. What I saw at that rally last week
15 was touching. What I saw there was a commitment
16 but it is a commitment that has to be sustained
17 over the long haul.

18 And I know the chief is going to speak
19 about challenges specific to Kansas City but let
20 me give you a quick glimpse of what we're looking
21 at. 49 percent of our city's homicides occur in a
22 13-square mile area. Relatively small but it also
23 occurs at the behest and in concert with a
24 relatively small group of people. We kind of know
25 who they are. That's the whole purpose of KC

1 NoVA, identifying those people and getting them
2 out of the flow. Those 13 square miles all lay
3 east of Troost. That's not surprising. Troost is
4 the historic racial dividing line in this city and
5 it wasn't done by accident, it was done on
6 purpose. We can't ignore that but we also can't
7 excuse violence because of where it happens and
8 the fact that most of the people involved in some
9 of these issues are African-American or Latino,
10 none of that matters. What matters is that every
11 person in this city has a right to safety, has a
12 right to feel secure in their neighborhoods and it
13 doesn't matter where you live or what color you
14 are. It has to happen.

15 Our city's history has been such that it
16 has led to the conditions that we have. And
17 people look to city government as if we somehow
18 have an opportunity to wave a wand and cure it.
19 We do not. We do not cure years and decades of
20 segregation and intentional line building in this
21 city in a few years. It's an impossibility and it
22 takes more than city government. It takes every
23 single person in the city.

24 Troost Avenue was planned a long time
25 ago. It's not an accident that unemployment is

1 high east of Troost. That's by no accident
2 whatsoever. It's not an accident that crime is
3 highest east of Troost. And knowing all this, we
4 have to look at violent crime as a problem for the
5 entire city, not just a few neighborhoods.
6 Violent crime affects every person in this city.
7 It affects the city itself. If Kansas City is
8 known to have a high violent crime rate, that
9 impacts our ability to attract business, visitors,
10 new residents. Just because somebody lives on
11 Ward Parkway doesn't mean that they're safe from
12 crime. You can be a victim of crime anywhere.
13 Crime is mobile. They do have cars. We know that
14 because they drive around and shoot out of them.
15 And when you have mobile crime, you have mobile
16 victims. Victims in places where they did not
17 expect to be victims. And we have to irradiate
18 it from every hook and corner of this city.

19 There are a lot of things that bother me
20 about violent crime in this city and perhaps the
21 one that bothers me the most is the impact it has
22 on our youth. Now, we know from our summer
23 programming that during the 12 weeks that we
24 program for the kids during the summer and give
25 them a place to be on Friday and Saturday night,

1 that youth crime dips. We know it has an impact
2 so what's that tell us? We need more things for
3 our kids to do. We need to be able to get them
4 involved not just in dribbling a ball or throwing
5 a pass, we need to have them involved in things
6 that enrich their souls: Arts, education, all of
7 those things. We need jobs for these kids during
8 the summer.

9 The youth of this city is our future
10 workforce and our future leaders. But last year
11 44 of the 108 homicides in Kansas City, the
12 victims were 24 years old and younger. Now,
13 that's scary. I'm confident that by blending the
14 expertise of academics who will be here, law
15 enforcement people who are here, elected
16 officials, neighborhood leaders, that we can
17 change, but change means maybe doing some things
18 that you're not necessarily comfortable with. But
19 I can tell you one thing, if we continue doing
20 exactly what we are doing, nothing is going to
21 change.

22 So we have some big decisions to make and
23 those decisions will require your input. They
24 will require you to listen to all sorts of things
25 and decide for yourselves what is tolerable, what

1 is acceptable, what is doable, what is right, and
2 what's not. We don't have time to remain silent.
3 We don't have time to think about it all the time
4 anymore, we need to be doing something. So I want
5 to thank you for being here and I want to thank
6 you for coming back tomorrow. Bring your friends
7 tomorrow. The bigger this crowd, the better it
8 is. And I especially want to thank again Attorney
9 General of the State of Missouri, Chris Koster,
10 because, frankly, without him wanting to do this,
11 without him pulling the people together and using
12 the prestige of his office, this would not have
13 happened. And to everybody else on this panel who
14 has devoted four days of time, it's four days well
15 spent. And frankly, I'd much rather be doing this
16 than greeting people in my office. Thank you all
17 for being here.

18 (applause)

19 ATTORNEY GENERAL KOSTER: Thank
20 you very much, Mayor James.

21 And I would like to ask you to welcome
22 now to the podium Kansas City Police Chief Darryl
23 Forte' to speak to the challenges specific to
24 urban crime in the City of Kansas City.

25 (applause)

1 CHIEF FORTE': Good morning. I
2 want to echo the same sentiments of Chancellor
3 Morton and the Mayor for the appreciation for
4 Attorney General Koster bringing us together like
5 this. I want to thank you all for coming. This
6 is huge for you all to come, and like the Mayor
7 said, bring more people. We need input on this.
8 We need to keep our ears open. I think we can
9 learn a lot.

10 You know, a couple weeks ago I drove by a
11 cemetery out there in the southeast part of Kansas
12 City. It's only been open about 13 years and I
13 decided to get out of my car and walk around and,
14 again, it's been open 13 years, and I just walked
15 around. I haven't been in homicide my entire
16 career but I recognized about 20 names on the head
17 stones there. About 20 names. And I'm not
18 sadistic or crazy or anything like but if you get
19 a chance, walk through there, walk through there
20 and look at the ages of the people. You won't be
21 able to tell the race but we can figure that out
22 without seeing a birthday or the race designation
23 on there. And if that doesn't touch your heart to
24 do something. Or go to a homicide scene and you
25 see families falling on the ground and you see

1 people screaming, those kind of things. If that
2 doesn't touch you or make you engage, nothing
3 will, nothing will.

4 The Mayor said a lot of things that I
5 wanted to talk about like about the poverty and
6 the socioeconomic conditions and I'll hit on some
7 of those things again, but I think one thing the
8 police department can do, we can do a better job
9 of getting our information out there. You know,
10 when you -- when you listen to some forms of the
11 media and they tell you, hey, it's never been this
12 bad, let me tell you, it's been this bad. You
13 know why? Because we haven't stepped up and done
14 anything. And not just the government but I mean
15 everybody. Hear what I'm saying? Everybody
16 that's a resident of Kansas City, everybody that's
17 a resident of Kansas. It's not just a Kansas City
18 issue, it's a statewide issue, a national issue.
19 So we -- we individually have to figure out what
20 we can do.

21 We don't have to wait for the government
22 to have a reading program. You can call kids over
23 to your house on a Friday night. You can do some
24 other things, you can go volunteer at the schools.
25 There's a lot of things we can do and the Mayor

1 talked about it in one of his articles before,
2 about prisons are built and calculated based on
3 third grade reading levels. That's true, people
4 are getting ready -- you know, as far as the law,
5 kids don't even have to be in school until they're
6 seven. People don't know that. You don't have to
7 register your kid until they're seven in the state
8 of Missouri. There's a lot of things. Education.
9 Education can define where you end up. There's a
10 direct correlation between education and crime.
11 I'll get into that when I talk about the police
12 department.

13 When there's things out there, oftentimes
14 we don't come back behind the media and correct
15 those things. That's why we keep thinking and
16 hearing it's never been this bad. But let me tell
17 you, in 1926 we had 99 homicides in Kansas City.
18 99 homicides in Kansas City. To me, when you look
19 at our pre-riot numbers, they haven't been as high
20 as they are now. In 1968 when we had the riots in
21 Kansas City, we jumped 33 homicides from 1967.
22 That tells me there's a disconnect. When we fail
23 to protect as a law enforcement agency, people
24 tend to disconnect. That's true. That's true.

25 And if you want another example, look at

1 Rodney King in April of 1992. 1992 we had 152
2 homicides in Kansas City. The highest to that
3 point. In 1993 we had 153 homicides. What does
4 that tell you? When there's failure to connect in
5 the community, it's because we failed to protect.
6 And again, you'll never hear me talk about the
7 school district or the government or anybody else.
8 We have to figure out what we can do from where we
9 sit and I'm asking you to do the same thing. You
10 don't have to be part of the problem. My cousin
11 back there, Mike Forte, has worked with the Boys
12 Clubs for years. So many people come up to me and
13 say, hey, is this your brother, your son,
14 whatever, he's done this, this, and this. So many
15 people out there doing a lot of things, they don't
16 get the mic to talk about. I ask if you're not
17 doing something, to ask what you can do to impact
18 somebody's life.

19 One common denominator that I'll talk
20 about is people when they tell me their
21 grandmother took them to church when they were
22 young and then when they were 16 or 17 they
23 decided to start going back to church because they
24 had that foundation. If you're going to some
25 faith-based institution, grab somebody by the

1 hand, take them with you. We can come up with all
2 kinds of programs and projects if we want but it's
3 bigger than what man can see. And when you look
4 at things differently, you'll see things
5 differently.

6 You know, we talk about oftentimes in the
7 media underperforming schools, underfunded
8 schools, graduation rates. That to me, that's a
9 direct correlation.

10 Cultural barriers, in one part of town
11 there's over 20 different languages that we
12 service in the Northeast area. We have to become
13 better at what we do because why would someone
14 want to communicate with us if we don't understand
15 their culture, and we're doing some things within
16 the police department to do that.

17 Urban blight, everyone knows what that
18 is.

19 Absentee fathers, we don't talk about
20 that enough. And the lack of role models in the
21 community. You don't have to be somebody that's
22 known in the community. You can be a role model
23 in the community and these young men mainly are
24 looking for somebody to grab onto and guess why
25 they grab onto the gangs? Because that's the role

1 model, that's what they see every day. You talk
2 to somebody 18 or 19 and ask them what they want
3 to do in life, they're not looking past next week.
4 You know, why they have -- well, why would you
5 want to be an astronaut if you've never heard of
6 an astronaut? We've got to expose people to
7 different things, give them something to do.

8 Last Friday I did a comparison. We had
9 77 homicides in Kansas City as of last Friday.
10 And I'll read a few of the numbers off. In
11 1983 -- at that same time in 1983, we had 77
12 homicides. 1993 during that time we had 109.
13 Again, compared to 77 this time Friday last week.
14 And again --

15 To me, crime as a form of rebellion.
16 It's a form of rebellion. When you talk to people
17 out there like a lot of you all, they're
18 rebelling, they want something. They want to do
19 something positive. Like the Mayor talked about
20 the program for 12 weeks, if you give something
21 for people to do, they'll come to you. They'll
22 come to you.

23 So it's imperative that we understand the
24 importance of having symbiotic relationships out
25 there. We all need one another. We all need one

1 another. We can't do it by ourselves and we don't
2 have it figured out. I don't care where you are
3 in the country, we don't have it figured out
4 'cause things change. It's constantly changing.
5 It's imperative we all get involved and not look
6 at somebody else, not look at programs. I'm not
7 saying programs are bad. Government programs,
8 they're not necessarily bad, but I'm saying let's
9 not depend on everyone else to figure out what we
10 need to do.

11 And I want to plug the KC NOVA. You
12 know, we tried a violent crime reduction
13 initiative probably 15, 20 years ago. Lasted
14 about three months. You know why it lasted about
15 three months? Because we didn't have the right
16 people involved. We didn't have leaders with
17 passion involved. We didn't. We didn't have
18 leaders with passion. There was only a few
19 involved but it was one of those things that, hey,
20 let's get out there in front of the media and
21 let's tell them we're doing something and it
22 fizzled off. We made over 20 undercover narcotics
23 buys. Didn't arrest not one single person and
24 after three months we decided we're not going to
25 do this anymore. We didn't have city government

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1 involved, we didn't have the federal government
2 involved like we do now. The Mayor early on
3 before we even had a foundation pledged 300,000 in
4 seed money to get this thing going. We didn't --
5 we didn't have that before. Not knocking anybody
6 else, but we didn't have that before. You have
7 ATF at the table that's on the board. You have
8 Chancellor Morton here on the governing board.
9 You have Jean Peters Baker, you have Tammy
10 Dickinson, U.S. Attorney. We have a lot of people
11 now at the table and you know what I see when
12 we're at the table? It's passion. It's passion
13 saying what do we need to do, what can we do?
14 It's not about getting the media's attention.
15 What can we do to make a difference so we're not
16 looking at the numbers like in 1926 when we had 99
17 and in 1993 when we peaked at 153 homicides. We
18 have the right people at the table now and I want
19 to tell you, and I say this with a clear
20 conscience, I know KC -- KC NoVA will make a
21 difference simply because we have the right people
22 at the table. Never have we had a group of
23 people, ATF, U.S. Attorney, Jackson County
24 Attorney, myself, and others that go out there and
25 walk and knock on doors and say, hey, we want you

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1 to change. You can go this path or this path.

2 And they'll talk more about KC NoVA later
3 on, but, again, that's something different where I
4 think ten years from now -- and I look at some of
5 my previous presentations and some of the same
6 things I was saying back then about if we keep
7 doing what we are doing, we're going to get the
8 same thing that we're getting. We haven't made a
9 lot of progress. We haven't made a lot of
10 progress. So I'm asking everyone if you have any
11 suggestions, opinions, whatever, throw it out.
12 Nothing's crazy, but we have to do something
13 different. We have to do something different. If
14 we don't we'll be talking about this 20 years from
15 now.

16 And we don't need a survey or anything to
17 tell us where the homicides are going to occur. I
18 can tell you where people are dropping out of
19 school, urban blight, teenage pregnancy out of
20 control, early education for our young ones. When
21 all that's lacking, that's the ingredients to get
22 what we are getting. So nothing's going to change
23 if we don't do something differently. And, again,
24 I'm not saying it because I'm part of it. I'm a
25 small part of KC NoVA but I guarantee it's working

1 and I'll give you a quick example and then I'll be
2 quiet.

3 Gary Cooley, who just passed last week,
4 he called me Wednesday night before he passed and
5 he was telling me about a family member that he
6 went out and did a visit with. That family member
7 since KC NoVA contacted the family member, they no
8 longer drink. They're giving them housing --
9 housing. I don't want to say him or her 'cause
10 they might figure out who it is and they might get
11 mad at me. But they're giving them housing. He
12 was saying, Darryl, I'm telling you, this thing is
13 working. He was on fire and that was the last
14 conversation I had with him before he died on that
15 Thursday morning. But again, I know it works.
16 It's impacted one member of my family already and
17 there's so many people out there.

18 What we haven't had before, we didn't
19 have that social component. We didn't have that
20 social component. You can tell them we want you
21 to do better or we're going to put you in jail.
22 You know, I've heard the phrase "incarceration
23 nation." That's what we've been. That's not a
24 solution 'cause guess what, they're coming back
25 out. They're coming back out and they're not

1 people -- they're not bad people, they're just
2 misguided sometimes. And we all could have taken
3 that path. Some of us did and just didn't get
4 caught and we were fortunate enough to become
5 chief, but there's lot of things out there --
6 we've just got to be real about things. Sometimes
7 we want to stand up and act like we've never done
8 anything wrong. We have to talk honestly to
9 people out there. And without partnerships,
10 without collaborating with different people -- not
11 the same people. We need to reach out to some of
12 the people we haven't reached out to because we
13 think they're a former drug dealer they have no
14 value, or some other type of felon. We have to
15 reach out to people because they have the answers
16 sometimes. They have the answers. So do me a
17 favor, if you can, somebody bring somebody
18 tomorrow. Just anybody. Bring somebody else with
19 you tomorrow and if you can find some young people
20 to bring so they can hear our message and they can
21 give input, not just to listen to us. They can
22 give us input because it's bigger than what you
23 see, all of us. We've got some people out there
24 that have the answers. We've got guys out there
25 running multi-million dollar drug rings out there.

1 They have the answers, they know what it takes.
2 They know what it takes so let's get some of the
3 other people in here. And if they don't come,
4 take this message back out to them. After two
5 days here, if you get anything out of this, I'm
6 talking about law enforcement, nonlaw enforcement,
7 everybody, grab somebody by the hand and say what
8 can I do to help you, you're on the wrong path.

9 Happened to me. I was raised in a
10 single-parent household, didn't know my father
11 till I was 13. You know why? Mr. Bright,
12 Mr. Ford, those people, my grandfather, they
13 reached back and said, Darryl, that's not the way
14 to go. Come on, let's go fish, we're going to
15 talk about this. How many people have you taken
16 fishing, read a book to or taken to the movies?
17 You can't just look to all of us. You can't look
18 to the government or anybody else to come and fix
19 the problem because this problem has been there
20 for years and it will still continue to be there
21 if we don't step in individually. Thank you.

22 (applause)

23 ATTORNEY GENERAL KOSTER: Thank
24 you, Chief Forte'.

25 Now to -- for this morning's keynote

1 address, which is a discussion of the New York
2 City Experience: Policing Policies and Crime
3 Reduction. It is my honor to introduce Raymond
4 Kelly, the Police Commissioner of the City of New
5 York. Under Commissioner Kelly New York has seen
6 dramatic reductions in violent crimes during his
7 two tenures as that city's police commissioner
8 from 1990 to 1994 and since he returned as
9 commissioner in 2002 to the present day.

10 Commissioner Kelly is committed to the
11 public safety of New York City. He first joined
12 the NYPD in 1960 after returning from Vietnam and
13 has worked for the department now for 43 years.
14 He also has the distinction of holding a law
15 degree as well as a master's of law. In addition
16 to a master's in public policy from the Kennedy
17 School at Harvard University. He retired from the
18 Marine Reserves after 30 years of service with the
19 rank of colonel. And I would ask you to give him
20 a warm Missouri and Kansas City welcome to
21 Commissioner Ray Kelly.

22 (applause)

23 COMMISSIONER KELLY: Thank you
24 very much, Mr. Attorney General. I want to thank
25 Mayor James, Mayor Slay and the Attorney General,

1 chief Dotson, Chief Forte' for inviting me today,
2 and I also wanted to commend you for hosting a
3 conference on a very, very important issue.

4 There's no issue in my mind more important than
5 the safety of the public because indeed it is the
6 foundation for everything that comes after.

7 Now, I've been asked to share with you
8 some of our experiences in New York City and I
9 want to start off in that vein by showing you some
10 charts that sort of put our New York experience in
11 context.

12 This slide shows you the overall drop in
13 crime since 1990, in the seven major index crimes:
14 murder, rape, robbery, assault, burglary, grand
15 larceny and grand larceny auto.

16 Now, in the NYPD we have 35,000 uniformed
17 officers and 15,000 civilian employees and we need
18 them. We're actually down 6,000 officers from
19 where we were about 13 years ago. But we have a
20 population of 8.4 million. That goes up to about
21 10 million a day during the work week. We have
22 12 million calls for service through our 911
23 system that results in about almost 4 million
24 responses a year.

25 Now, as the Attorney General said, in

1 1990 our homicides peaked at 2,245. That was on a
2 population of 7.3 million. Last year we had 419
3 on a population that's over a million residents
4 higher. And that is the lowest number in at least
5 half a century when we started to measure it
6 accurately when the National System -- Crime
7 Information System was put in place. This year
8 we're running at a rate that's 27 percent below
9 last year's record low.

10 Now, here's a look at the shootings.
11 They're down by 74 percent over the last 20 years
12 and that's when we started to compile shooting
13 data. And not surprisingly, we see virtually the
14 same decrease in shooting victims.

15 Now, while the country as a whole
16 experienced a drop in crime in the 1990s, the
17 reduction in New York was twice as steep and
18 lasted twice as long continuing through the
19 present day. And you're going to hear from
20 criminologist Franklin Zimmerman -- Zimring those
21 of you who are going to St. Louis and I think
22 he'll be talking to you about the significance of
23 the crime drop in New York City.

24 Now, there's another chart that I want to
25 show you. This is our last chart and it shows and

1 it compares the 11 full years of what we'll call
2 the Bloomberg administration to the 11 preceding
3 years. And you can see that during the 11
4 preceding years there were 13,212 murders and in
5 the Bloomberg years, 2002 to 2012, 5,843, or a net
6 reduction of 7,363 lives saved. And if history is
7 any guide, those lives saved are largely the lives
8 of young people of color.

9 So we've learned some lessons in New
10 York. We don't have all the answers but I want to
11 show you some of the things that we learned. Some
12 of them we learned the hard way. And the first
13 one is, must have political resolve. We need the
14 backing of the boss. This is a must. In order
15 for police leaders and their strategies to
16 succeed, they must have the strongest possible
17 backing from city hall. Some measures to address
18 street crime may not be popular with the
19 community. Elected officials should give police
20 officers the benefit of the doubt. Now, in New
21 York Mayor Michael Bloomberg has consistently
22 defended the NYPD in the face of unjust criticism
23 in those cases where split second decisions by our
24 officers are second-guessed. He's backed our
25 strategies for deploying our limited resources.

1 Local political leaders and their constituents of
2 course always want more police but that's not
3 always feasible.

4 In the aftermath of September 11th, New
5 York City and the New York City Police Department
6 had to reduce our head count drastically. We
7 needed a way to fight both crime and terrorism and
8 do it on a strictly limited budget. Out of
9 necessity, we adopted strategies to do more with
10 less. So in response we adopted a program called
11 Operation IMPACT. And some people refer to it as
12 hot spot policing. Rather than give each of our
13 precincts, or districts as you call it, the
14 traditional share of new officers, we began to
15 concentrate them in areas where we registered a
16 serious spike in crime. In our police academy
17 classes, we had the anomalous situation of having
18 our head count go down and the police academy
19 classes being fairly large in size where we were
20 graduating at least a thousand recruits twice a
21 year. We put these officers under the command of
22 supervisors -- experienced supervisors and
23 assigned them to what we call IMPACT zones. With
24 Mayor Bloomberg's support we set policies aside
25 and put officers where the crime was. We didn't

1 try and make everyone happy and he allowed us to
2 deploy our resources according to what the crime
3 data told us, and it's worked.

4 We've seen crime reduction of up to
5 30 percent or more in our IMPACT zones throughout
6 every phase of this program. Of course, we'd like
7 to do more with more. Although the choices may be
8 politically tough, other government functions may
9 need to be reduced to provide adequate police
10 resources. But with a strong foundation of public
11 safety, progress in other areas is much more
12 likely to -- to occur because public safety, as I
13 said, is really the foundation, certainly in New
14 York, of virtually all of the good things that
15 have happened to the city in the last decade.

16 The next thing that we learned is you
17 have to be proactive. We just can't respond to
18 radio calls. That's reactive policing. Response
19 times, even to crimes in progress, as the chiefs
20 know, certainly are not always as fast as we would
21 like them to be. We need to do more to prevent
22 crime from happening in the first place. Part of
23 that involves employing what I call a policy of
24 engagement. As one of the many tools in its crime
25 fighting toolbox, the NYPD along with departments

1 throughout the country utilize the
2 long-established right of the police to stop
3 people when they have reasonable suspicion and ask
4 them about crimes that have taken place or may be
5 about to take place or are, in fact, taking place.
6 In some cases where a weapon is suspected, the
7 officers will do a limited pat down. We believe
8 that this tactic is life saving. Some crimes are
9 inevitably interrupted when police stop to
10 question individuals carrying weapons casing
11 locations to burglarize them or literally their
12 potential robbery victims.

13 We also placed a major emphasis on
14 shootings in an effort to prevent retaliation. We
15 have a database of individuals who have been
16 involved in multiple incidents either as a shooter
17 or as a victim in the past five years. We
18 prioritize investigations of those individuals who
19 are known to be criminally active and we build the
20 strongest case that we can against them. Again,
21 we're looking very closely at the possibility of
22 retaliation and that includes everything from
23 low-level law enforcement to long-term
24 investigations. In cooperation with New York
25 state we have identified individuals who qualify

1 as career offenders under federal statute. Upon
2 new arrest we make an evaluation as to which path
3 of prosecution will offer the best outcome, either
4 state or federal.

5 We also want to mention Operation Crew
6 Cut which we launched this last year. It has made
7 a major difference. In New York we have this
8 phenomena, and I know certainly it occurs in other
9 cities, where we have these loosely-affiliated
10 groups. Not gangs in the classic sense, not
11 Crips, not Bloods, not Latin Kings, but a couple
12 of clicks below that and they're very, very much
13 turf oriented protecting their housing development
14 or their neighborhood. They're mainly composed of
15 young teens. They're responsible for much of the
16 violence in their neighborhoods. We did a survey
17 and we determined that about 30 percent of our
18 shootings in New York were emanating from these
19 crews.

20 Now, there's also a social media
21 component to them because they seem to not be able
22 to help themselves from bragging or talking about
23 what they plan to do on Facebook, Twitter,
24 Instagram. For example, gang members have posted
25 photographs of themselves in front of the rivals'

1 apartment building and surveillance pictures of
2 those who they threaten to kill next. So in
3 response we've created a team of investigators
4 dedicated to monitoring social media. We have
5 doubled the size of our gang division. And as
6 part of Operation Crew Cut we do work hard to
7 distinguish the leaders who are involved in
8 criminal conduct from those wannabes, young people
9 who may just be along for the ride, and we send
10 our youth officers to their homes to talk to their
11 parents about the seriousness of the problem.
12 We've also -- because we have five boroughs and
13 five separate district attorneys in New York City
14 we have placed attorneys in each one of our gang
15 division units so they can liaison directly with
16 the -- with the prosecutors.

17 Now, we believe that largely as a result
18 of the success of Operation Crew Cut, that that's
19 why our reduction in shootings and reduction of
20 murders have been so dramatic. Again, record lows
21 in shootings this year, record lows in murders so
22 far this year.

23 The next lesson was we had to be data
24 driven. We needed more information. Numbers are
25 our bread and butter. Numbers are our best

1 weapon. We expect police commanders to be totally
2 conversant with the numbers in their commands.
3 And quite frankly, that wasn't always the case.
4 Commanders had a whole host of obligations and
5 responsibilities. We want them to be the number
6 one crime fighter in their -- in their district,
7 in their precinct, and to do that they must
8 possess a very thorough knowledge of their crime
9 conditions, where does it occur, when does it
10 happen, on what tours. We want every commander to
11 know those numbers. Was there anything they can
12 achieve through daily analysis, a timely analysis,
13 accurate crime data by incidents and police calls
14 for service. Doing so also reveals existing and
15 emerging crime patterns that they must address
16 with proper strategies including the adjustment of
17 police deployment.

18 Identifying patterns is also a very
19 significant function that they certainly
20 participate in. We track crime data in every
21 command and have weekly meetings at which we
22 question precinct commanders about their
23 strategies.

24 Now, it's important, again, to keep them
25 focused on the overarching mission of fighting

1 crime. To assist them in this effort we developed
2 a comprehensive online tool called the Virtual
3 Crime Information Center. It's accessible from
4 any department computer or mobile device and it's
5 updated continually in real time.

6 Another example of data-driven policing
7 is Operation IMPACT, which I mentioned earlier.
8 We pinpoint those areas that have higher incidents
9 of violent crime like robberies and shootings and
10 we carefully calibrate the need for extra
11 personnel. Again, as I said, in the overall
12 picture we're down about 6,000 police officers so
13 it's important that we get it right, that we know
14 where to put these IMPACT units. We examine that
15 data every six months and then redeploy the IMPACT
16 unit.

17 Now, it also gives us the ability to hold
18 precinct commanders or district commanders
19 responsible for what's going on in their command.
20 It's sort of a bright line case when they come
21 down and we talk to them, we can see whether or
22 not they have redeployed or have adjusted their
23 tactics, their resources to address the ongoing
24 issues.

25 Next, quality of life. Quality of life

1 is still very important. I can assure you that
2 the broken windows theory is alive and well in New
3 York City. We pay meticulous attention to
4 violations and low-level crimes that affect the
5 quality of life such as graffiti, prostitution and
6 drinking in public because these conditions
7 degrade a neighborhood, erode civic pride and
8 invite more serious crime. We don't tolerate it.
9 We have an initiative that's called Clean Sweep
10 that targets problem locations throughout the
11 city. Over the past 12 years we've issued
12 hundreds of thousands of summons and made more
13 than 80,000 arrests pursuant to Operation Clean
14 Sweep.

15 Now, I have in my office my own unit that
16 goes out and looks specifically for quality of
17 life concerns because we don't want people to
18 think that we've sort of taken our eye off the
19 ball, that we're only focused on index crime. So
20 what they do is they'll photograph a situation,
21 maybe it's aggressive panhandling, something like
22 that. They'll try to address it themselves but
23 they'll e-mail the picture directly to the
24 precinct commander and obviously we expect them to
25 pay immediate attention to it.

1 The next area that's important to us is
2 embrace technology. Now, when this administration
3 came in in 2002 I think we were one of the world's
4 largest users of Wite Out and carbon paper. We
5 changed. We had to change. We did an analysis of
6 our IT capacity and it showed that our data
7 processing functions were being performed in a
8 outdated fashion or not being performed at all.
9 So in the study we were able to identify these
10 weaknesses and we started to correct them. We've
11 installed 16,000 new desktop stations in our 285
12 buildings across the city. And we've also
13 developed an electronic case management system for
14 the detective bureau. Over 1 million case
15 histories have been put online, dramatically
16 enhancing the functionality for detectives and
17 streamlining records retention and recall. We
18 replaced a very burdensome manual property and
19 evidence tracking system with one that is state of
20 the art, fully automated. And we voucher almost
21 5 million items a year. Now, for the first time
22 evidence data is available in real time as well as
23 for advanced analysis and pattern analysis. This
24 system ensures greater accountability through the
25 use of a whole series of automated controls.

1 In 2005 we opened something called a Real
2 Time Crime Center and I believe we had officers
3 from Kansas City visited us and looked at the Real
4 Time Crime Center. At its heart is a massive
5 database with billions of public and confidential
6 records. Crime Center detectives take calls
7 around the clock from investigators in the field
8 looking to follow up on leads; partial license
9 plate, a seemingly untraceable cell phone, a
10 nickname, a tattoo. They conduct instant
11 on-the-spot searches, something that previously
12 took days of calling, faxing between agencies and
13 checking paper files. As part of the pilot
14 project we've also distributed special Smartphones
15 to 400 officers on patrol. They link directly to
16 our Real Time Crime Center. We definitely want to
17 increase this capacity. Technology has become
18 such an important factor in crime fighting.

19 The next area is cameras. Don't be
20 camera shy, we say. Cameras are an incredibly
21 valuable tool for law enforcement. In my opinion,
22 you can't have enough of them. As part of our
23 Domain Awareness System, or DAS as we call it, we
24 have access to about 5,000 cameras across the
25 city. Approximately two-thirds of the cameras are

1 owned by the private sector who we call
2 stakeholders and we have Memorandums of
3 Understanding with them to allow us to use their
4 camera feeds. Now, the majority of these
5 stakeholder cameras are located around high risk
6 building and transit hubs in lower and midtown
7 Manhattan. The other third of our cameras are
8 owned by the NYPD. They're located for the most
9 part in high crime areas throughout our five
10 boroughs. We've monitored these feeds in a
11 special coordination center and on some of these
12 cameras we can do video analytics. You can go
13 back, you can go back very quick. If you want to
14 see someone wearing a red shirt who walked in
15 front of the camera, let's say, two weeks ago, you
16 can put in an algorithm and the information comes
17 up quite rapidly.

18 The DAS also includes 300 fixed and
19 mobile license plate readers and 2,600 radiation
20 pagers. Some worn by officers on their belts,
21 others affixed to police precincts, to police
22 boats and our radio cars. All of these sensors
23 send their data and more importantly their alarms
24 back through the system and they register
25 immediately. It lands data from various sources

1 in a single dashboard giving us a comprehensive
2 and real time view of potential terrorists and --
3 and criminal threats.

4 Now, we also turn to cameras to transfer
5 the administration of justice. We are in the
6 process of putting in video capability for our
7 interrogations in all of our precincts. We've
8 done about a third of them so far. This was
9 recommended by the New York District Attorney's
10 Association. We're waiting for more money to
11 enable us to do the entire city. So far the
12 feedback is very positive. We think that it
13 strengthens the prosecutions in criminal court and
14 the police officers do as well.

15 And was mentioned before by Chief Forte'
16 and others, we have to focus on young people.
17 It's axiomatic that we have to reach young people
18 as early as possible to deter them from criminal
19 activity but we all know that cultural forces can
20 operate against this. We're all aware of the
21 antipolice rhetoric in music and in popular
22 culture. All the more reason we need to change
23 perceptions and forge healthy relationships with
24 young people.

25 With that in mind, we sponsor a range of

1 programs for young people, some of which I'm sure
2 exist here. We have a police cadet program where
3 we bring college students into the workforce and
4 we give them loans for their tuition. After they
5 become police officers and remain police officers
6 for a certain period of time, we forgive those
7 loans. We have a youth police academy summer camp
8 that has 2,000 young people. We have summer youth
9 employment. We have a police athletic league. We
10 have an NYPD mentoring program. We have computer
11 training in our precincts for young people. We
12 have youth soccer and cricket leagues. Now, each
13 year thousands of young people participate in
14 these programs and many of these programs are
15 staffed by police officers.

16 In 2009 we created the Juvenile Robbery
17 Intervention Program. After analyzing robbery
18 patterns in one of our public housing projects in
19 Brooklyn we found that many of these young people
20 living in this particular housing project had been
21 arrested for robbery. Our officers now visit
22 their homes, explain the seriousness of the
23 charges to their parents. They mentor them, they
24 also offer referrals for social services and
25 conduct follow-up visits. They help get them back

1 in school or a GED program, to find a job, to deal
2 with family issues. They do things like giving
3 the families turkeys at Thanksgiving time. They
4 provide advice to parents and guardians raising
5 the young people and much more. We've had a great
6 deal of success with that program and we're
7 migrating out of Brooklyn to other parts of the
8 city.

9 The next area for us that we focused on
10 was domestic violence. It's a major cause of
11 crime in New York City. It's 16 percent of our
12 homicides, 37 percent of our felonious assaults.
13 And we all know that it is underreported. And we
14 need to devote -- and we found out we needed to
15 devote more resources to the issue. Now, one of
16 our key strategies has been to substantially
17 increase the number of home visits that we pay to
18 the victims of domestic violence. Also
19 implemented an automatic -- or automated risk
20 assessment system that scans department databases
21 for previous incidents, complaints and arrests.
22 By assigning a point value to each case it helps
23 us to identify those homes with the highest risk
24 of reoccurrence of violence.

25 In addition, we put under the chief of

1 the department a deputy chief responsible for
2 overseeing domestic violence monitoring and
3 enforcement throughout the city.

4 We created an auditing function to assess
5 our progress and we established an inspection unit
6 that goes out and looks at each of our commands on
7 domestic violence operations so people know that
8 headquarters is watching.

9 With the help of these changes we saw a
10 28 percent reduction of domestic violence
11 homicides last year. This year we're down about
12 another 25 percent.

13 Community support. Cultivate community
14 and clergy support. The success of our public
15 safety mission depends most of all on developing
16 strong community partnerships. We do this in a
17 variety of ways. One is through our community
18 councils and we have a community council in each
19 of our 77 precincts. This is a board of concerned
20 citizens and we meet publicly with them and
21 everyone can come. The commander meets with them
22 and people can voice their concerns. Or they can
23 do it confidentially to the -- to the commander.

24 We've -- we instituted many years ago,
25 and we found it to be effective, a clergy liaison

1 program. In every precinct there is a clergy
2 liaison group that consists of at least five
3 members of the clergy who have a close working
4 relationship with the local command. As part of
5 the Brooklyn Clergy Coalition we partner with more
6 than two dozen prominent African-American
7 religious leaders in Brooklyn to reduce violent
8 crime. They came to me in 2010 and said what we
9 can do collectively to address the issue of
10 black-on-black crime. We put together a ten-point
11 program and we think they have been major players
12 in the reduction in violence and particularly
13 murders in Brooklyn.

14 It has a variety of aspects to it. We
15 have them come to our firing range and bring other
16 citizens there, they see what training the police
17 receive. We created a grandmothers' empowerment
18 component because the reality is that many
19 households in the community are headed by
20 grandmothers. We work closely with them. We have
21 a breakfast for them once a month. And as I say,
22 murders are down in -- in the city and down in
23 Brooklyn to where they're the lowest they've been
24 in at least 50 years.

25 We also created a Special Tactics and

1 Strategies Committee where we bring in prominent
2 leaders from the community and show them what
3 we're doing. They have questions about what
4 tactics we're using, what are you going to employ.
5 One of the things that we found very effective is
6 the firearms training simulator and we have
7 portable ones that we take them out to the
8 community where the situational films are shown
9 and people have to make a decision whether to
10 shoot or not shoot. This has been very well
11 received by the -- by the community.

12 I talked about the Special Tactics and
13 Strategies Advisory Committee. We also meet
14 quarterly with the Muslim Advisory Council that
15 provides guidance to us in a host of areas.

16 Next and the last of our ten lessons is
17 to reflect the population that you serve. New
18 York City is arguably the more diverse city in the
19 world and our police officer rank is now majority
20 minority. It certainly wasn't always that way.
21 In the 1970s the department was 93 percent white
22 even though the city was really still and at that
23 time was even then the most diverse city in the
24 world. Now, as I say, our police officer rank is
25 majority minority. Through targeted recruitment

1 efforts we've increased the presence of Hispanic,
2 African-American and Asian officers. It's also
3 significant that 36 percent of the population of
4 New York City is foreign born. We now have police
5 officers in the department born in a total of 106
6 countries. My experience is there's no substitute
7 for having police officers represent and reflect
8 the communities that they -- they serve. This --
9 our own internal diversity makes it easier to
10 police our city. We've also made it possible for
11 us to create a cadre of foreign language speakers.
12 It's up now 75 languages.

13 So in addition to these ten lessons I
14 just want to make a couple of other points. In
15 order to better understand our communities with
16 relatively little cost, this is something that we
17 did. We developed a polling instrument with the
18 Professional Polling Institute. So since
19 November 2007 we have been conducting biannual
20 citizen surveys designed in cooperation with these
21 outside experts. We wanted to know what kinds of
22 experiences members of the public are having after
23 reporting a crime or asking the police for
24 assistance. Twice each year we select a few of
25 our top police academy recruits on their test

1 scores and their foreign language skills and they
2 make thousands of calls and conduct a survey in
3 multiple languages. They can often -- we can
4 often turn up issues and matters of concern that
5 wouldn't normally come our way.

6 Let me say a word about there's a whole
7 host of violence interruption programs that are
8 being tried nationally, particularly those that
9 focus on gangs. Many of them involve law
10 enforcement working with community or faith-based
11 groups. Now, we're participating in them. We'll
12 try anything that will reduce violence, but
13 although promising, they have not as yet been in
14 my judgment appropriately evaluated. There's no
15 hard data. There's no study as to displacement of
16 crime or recidivism so we are now engaged in an
17 evaluation in New York City to determine on sort
18 of a longitudinal basis as to whether or not the
19 interrupter programs are effective. At least the
20 ones that are in place in New York.

21 Now, no matter what you try, there's
22 going to be critics. We live in a litigious
23 society, no question about it, where everyone is
24 under scrutiny. I can tell you that's definitely
25 the case in New York but this should not be the

1 cause for inaction. As some of you may be aware,
2 last month a federal judge held that the New York
3 City stop, question and sometimes frisk policy
4 violates the constitutional rights of
5 African-Americans and Hispanics. We strongly
6 disagree with the judge's decision. We are
7 appealing that case and I can go through it if
8 anyone wants to talk about it, the basis for our
9 concern and the basis for the appeal. But I think
10 the decision was based on flawed information and
11 that we don't engage in, it's against the law,
12 it's against our policies to do racial profiling.
13 Yes, we do criminal profilings like virtually
14 every police department in the country, but in
15 some ways we are the victim of our own success.

16 There have been two other laws that have
17 been put on the books by the city council in New
18 York City meant to impact on police operations.
19 One is installing an inspector general into the
20 department -- or not actually in the department
21 but overseeing the department. Now, most
22 inspector generals look at waste, fraud and abuse.
23 This inspector general is empowered to look at
24 everything, including partnerships, task forces
25 that we are involved in, and all the findings will

1 go on the Internet. Now, we can talk more about
2 that.

3 Also, there is another proposal to give
4 people standing if, in fact, they believe that the
5 police have taken action against them based on a
6 disparate impact. These categories include race,
7 ethnicity, religion, national origin, age, gender,
8 gender identity or expression, sexual orientation,
9 immigration status, disabilities and housing
10 status. That's an awful lot of categories that
11 again give the -- the plaintiff immediate standing
12 to bring an action with the Human Rights
13 Commission.

14 Now, both bills in my judgment threaten
15 to jeopardize the progress that we've made and to
16 put lives at risk. Among other ways, by tying up
17 police officers with endless depositions when they
18 should be on patrol or consuming their time with
19 responses to requests from the Inspector General.
20 Or sowing doubt in their minds as to what
21 enforcement actions they can or cannot take based
22 solely on the demographic of the suspect.

23 Now, in New York City we have five
24 district attorneys, as I mentioned before. We
25 have two U.S. attorneys. We have a committee to

1 combat police corruption and we have a civilian
2 complaint review board, a separate entity from the
3 department. So we already have those agencies
4 that are in place to oversee the department.

5 We are obviously concerned about these
6 pieces of legislation. It's not going to deter us
7 as far as the Bloomberg administration is
8 concerned. It would be a disservice to the public
9 for us to allocate our resources in any other way.
10 Last year 97 percent of all shooting victims in
11 New York were black or Hispanic or resided in low
12 income neighborhoods. Public housing, where
13 5 percent of the city's population resides,
14 experiences 20 percent of the shootings. There
15 are more stops for suspicious activity in
16 neighborhoods with higher crime because that's
17 where the crime occurs. What is most obvious from
18 the data is that our police officers are saving
19 lives, thousands of them. We can only hope that
20 our officers will continue to do what they do
21 best.

22 So, I hope this has been some help.
23 Thank you for inviting me and I stand ready to
24 answer any questions that you might have.

25 (applause)

1 ATTORNEY GENERAL KOSTER: Thank
2 you very much, Commissioner.

3 The next thing on the schedule is the
4 panel discussion where the five of us have the
5 opportunity to speak with you about any number of
6 topics and I'm grateful, again, for you making the
7 trip out to the Midwest.

8 For those who don't know, Commissioner
9 Kelly has the reputation of never taking vacations
10 and for rarely, if ever, leaving the City of New
11 York. And the fact that you saw this as an event
12 that was worthy of your time and an exception to
13 the general rule is -- is something we're very
14 grateful for.

15 So I'll kick off the questioning as my
16 fellow panel members begin to kind of formulate
17 their thoughts as well. Let me start out with a
18 question about management accountability, public
19 service accountability within the division --
20 within the district chiefs or the district
21 commanders that you have throughout the five
22 boroughs. As I was thinking about the question,
23 in an era of data accumulation, big data if you
24 will, public service accountability is going to be
25 more available to us more than ever before. We

1 see it in the public school teacher realm where we
2 are beginning to hold the public school teachers
3 accountable for the progress of their students and
4 we see the challenges that -- that that situation
5 meets. I was thinking back to World War II and
6 General Eisenhower and General Marshall. In the
7 early 1940s to become a general in the early part
8 of World War II meant to have about a six-month
9 command because those two gentlemen were stripping
10 generals of their command almost as soon as they
11 were getting them in Europe. So accountability of
12 public officials kind of spans from teachers to
13 the draconian approach that was necessitated in
14 World War II. District commanders within the
15 police seems to fall somewhere in the middle of
16 those two examples. But data accumulation allows
17 you in a very concrete way to give entrepreneurial
18 control to districts, to your commanding officers
19 in those districts and to say if you don't hit
20 these metrics, we'll find a commander who can. So
21 let me throw that out as sort of a provocative
22 question. To -- to what degree is the management
23 of the department and the willingness to change
24 our commanders in difficult districts now
25 influenced by this increased data accumulation

1 that you have at your disposal?

2 COMMISSIONER KELLY: Well, we're
3 certainly willing to make moves if they have to be
4 made but you have to do that within reason. We
5 have the COMSTAT process, which so many other
6 police departments have, where commanders come
7 forward and basically tell how they're addressing
8 the challenges in their -- in their commands. We
9 have this auditing process that's done for our
10 executive staff and they query the commanders as
11 to just what they're doing. Now, if, in fact, the
12 commander is doing everything reasonable to
13 address the issue and it continues, you know,
14 we're -- we're going to look at his or her efforts
15 and ideally we'd like to see positive results.
16 But these are all experienced commanders who have
17 had similar jobs and we're going to use a fair
18 understanding. You have to be careful that if you
19 hold people only to the number that you want to
20 achieve, that you can get perhaps not the most
21 accurate reports. So we're willing to call the
22 hard shots but I think you have to be reasonable
23 in making those -- those determinations. And I
24 believe we are. And I think if you look at the
25 numbers, that we are succeeding in our goals to

1 reduce violent crime in the city.

2 ATTORNEY GENERAL KOSTER: Mayor
3 James.

4 MAYOR JAMES: Yes. Thank you,
5 first of all, Commissioner, for being here and
6 sharing with us but I have a whole bunch of
7 questions. One has to do with the regulation of
8 guns as per New York state law and city law and
9 how you think that impacts the ability to bring
10 down homicides.

11 And the other is, how do you measure the
12 success of programs like Operation IMPACT.

13 COMMISSIONER KELLY: Well, New
14 York state arguably now has the toughest gun
15 control laws in the country. Governor Cuomo
16 signed off on the bill January 16th of this year
17 and New York City has on top of state laws its own
18 rules and regulations. But the reality is, about
19 90 percent of the guns that we confiscate in New
20 York City come from out of state and it is -- I
21 think it's indicative of the fact that we don't
22 have a coherent national gun control strategy. So
23 we are the victims of that, what we call the iron
24 pipeline, guns coming up from the south. Major
25 contributors to New York are Virginia, West

1 Virginia, Florida, Georgia, and Pennsylvania. So
2 even though we have these very stringent laws we
3 still have a significant gun problem on the
4 streets of our -- of our city.

5 And again, it's going to continue. The
6 mayor just had a press conference about this. We
7 had two individuals who we arrested who were
8 really gun brokers and bringing guns up from the
9 south. A total of 254 guns -- handguns that they
10 brought to the streets of New York. So it's
11 ongoing. No easy answer as long as we don't have
12 the -- a national gun control strategy which I
13 think at the very least should be universal
14 background checks.

15 I'm sorry, sir, your other question was?

16 MAYOR JAMES: How do you measure
17 the impact of Operation -- I'm sorry --

18 COMMISSIONER KELLY: IMPACT.

19 MAYOR JAMES: -- the success of
20 Operation IMPACT.

21 COMMISSIONER KELLY: Yeah, we
22 measure it based on crime in the area and we look
23 at displacement. We actually have a program that
24 sort of anticipates displacement. We use some
25 overtime for officers to address that and

1 consistently we've seen crime go down. Certainly
2 when we first put IMPACT in it goes down
3 significantly, then it starts to level off.

4 Now we have about 20 IMPACT zones in the
5 city. We also police the subway system, which is
6 the second biggest in the world, has five million
7 people a day traveling on the subway system. We
8 have an impact in the subway as well but most of
9 that is riding on the line. Impact, it's
10 relatively easy to measure it. We're always
11 concerned about, as I said, displacement and we've
12 seen some displacement happen but there's usually
13 a lag before you see the displacement really
14 surface.

15 ATTORNEY GENERAL KOSTER: Chief
16 Forte'.

17 CHIEF FORTE': Thank you, sir.

18 Was there a change in demographics from
19 1990 to 2012 of the population that was involved
20 in crime?

21 COMMISSIONER KELLY: The
22 demographics of the population involved in crime?

23 CHIEF FORTE': Yes.

24 COMMISSIONER KELLY: No, I would
25 say the demographics are essentially the same.

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1 There's been no change. We have a million -- over
2 a million increase in population from 1990 to the
3 present but the percentage of people in the city
4 remain -- we have a city that is approximately
5 24 percent African-American, about 26 percent
6 Hispanic, about 11 percent Asian.

7 CHIEF FORTE': And was there a
8 change in classification of homicides or murders?
9 Was there anything -- I know in some cities if an
10 officer is involved or it's self-defense, they
11 don't count those in some numbers. And was there
12 a change with your numbers?

13 COMMISSIONER KELLY: Well, we
14 would not count an officer -- officer shooting
15 someone, we wouldn't count that as a homicide
16 unless that officer was arrested for it. But the
17 numbers have gone down but the percentages have
18 remained consistent, if you know what I mean.

19 CHIEF FORTE': Thank you, sir.

20 ATTORNEY GENERAL KOSTER: Mayor
21 Slay.

22 MAYOR SLAY: First of all, I just
23 want to thank my colleague here on the Kansas City
24 side, Mayor James, for hosting this along with the
25 Attorney General. It's certainly great to be in

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1 your city. I usually come here about twice a year
2 and I always enjoy coming to Kansas City. It's a
3 beautiful city and you're great to work with.

4 But what I wanted to ask, Commissioner,
5 was that one of the frustrations I know that we
6 have in St. Louis and I know other mayors in
7 cities have as well is that many times these
8 violent offenders will be arrested by our police
9 officers, brought into the criminal just system
10 and what they will -- what happens too many times
11 is that they will be given the proverbial slap on
12 the hand, they'll get sometimes multiple
13 probations, they'll be back on the street
14 committing violence against others and it's kind
15 of a revolving door where we know who these bad
16 actors are, we know that they're going to commit
17 violence. We know ultimately sometimes they may
18 pull a gun on somebody one time, shoot it at
19 somebody and miss another time, and ultimately
20 kill someone. And what my question is, in New
21 York are you experiencing some of the same issues?
22 In the -- in the court system, for example, if
23 there's anything that you all do to try to address
24 that issue with the courts. I know the courts are
25 separate from, you know, the government and

1 they're -- they are a judicial branch independent,
2 as they should be. I wanted to know if you
3 experience some of those same frustrations and how
4 you deal with them in New York.

5 COMMISSIONER KELLY: Well, we do
6 share that experience, we share those
7 frustrations. The mayor appoints criminal court
8 judges. The mayor has -- looks closely at this
9 but there are a lot of sitting judges that have
10 been there for a while so there's no easy answer
11 here. We have -- and I think it's true in most
12 major cities in America. We have the same
13 turnstile justice that you experience which is
14 someone who is -- sort of a high-profile event
15 that happened in Times Square Saturday night. The
16 individual was trying to get hit by a car, he was
17 emotionally disturbed. But he had been arrested
18 35 times. So we see this, you know, again and
19 again as far as the records of people who are
20 engaged in violent crime. Now, some people may
21 get arrested and sent away for a significant
22 period of time, which, by the way, as crime goes
23 down in New York, we've had a 30 percent decrease
24 in incarceration to state prison. Something that
25 the mayor is very proud of and rightly so. But,

1 no, we have the same experience that you have in
2 St. Louis.

3 CHIEF DOTSON: Commissioner, thank
4 you for taking the time to come and visit us in
5 Kansas City.

6 My question, sir, is about stop, question
7 and frisk. There are many things in law
8 enforcement that are polarizing and stop, question
9 and frisk is one of those things and racial
10 profiling is the other one. How do you manage the
11 message to the officers and the message to the
12 community, and then how do you measure the success
13 of the program because a lot of people credit some
14 of the reductions in New York City to the program
15 stop, question and frisk.

16 COMMISSIONER KELLY: Well, that's
17 a good question. Obviously, it's been a topic of
18 a lot of controversy. The litigation that just
19 ended started 14 years ago, which some people
20 think it's fairly recent, but there was a group
21 called Center for Constitutional Rights. They
22 started the lawsuit in 1999. It's called the
23 Daniels case in which there was a belief that
24 racial profiling was ongoing. They looked at the
25 numbers that the department used or reported.

1 There were roughly 92,000 stops reported that
2 year. And the case was settled. A form was
3 developed called the UF-250 form and you only
4 checked off boxes. You didn't write a narrative.
5 Now, training was given to police officers. We
6 continue that training right up to today, a
7 comprehensive training package for all police
8 officers involving lawyers and experienced
9 supervisory officers.

10 In 2006 when that case ended they
11 immediately served papers and started the suit
12 that just ended in a trial and it is -- the
13 numbers that were used in that trial showed that
14 the reported stops had gone way up but the reality
15 is that we simply weren't recording them
16 accurately in the late 1990s. So we started
17 recording them accurately and it went up to
18 680,000. Now, some people thought that was way
19 too high. The fact of the matter is, because of
20 the size of our city, it amounts to less than one
21 stop a week per officer on patrol.

22 In any event, in the lawsuit they looked
23 at -- their expert looked at 4.4 million stops
24 over a decade. The plaintiffs' expert found
25 6 percent of them that he thought to be

1 unjustified. 6 percent. The judge herself looked
2 at stops of the plaintiffs in the case, 19 stops.
3 Of those 19 stops, she found 10 to be
4 constitutionally acceptable. So based on that
5 evidence, this is the quantum of evidence that was
6 used to make a determination that we are involved
7 in racial profiling.

8 Our position is that the proper criteria
9 to determine whether or not racial profiling is
10 going on is something that was recommended to us
11 by the Rand Corporation. We brought them on board
12 to look at this issue. Their criteria is that if
13 the stops comport or don't comport with the
14 following standard, then you may have racial
15 profiling. Their standard is the description of
16 the perpetrators of violent crimes by the
17 witnesses of violent crimes. In other words, the
18 government is out of it. So the witnesses
19 describe the perpetrators of a violent crime. In
20 New York the descriptions of African-Americans are
21 75 to 80 percent of violent crime. The stops have
22 historically been no more than 53 percent so at
23 the very least they comport. So that's why we
24 think that the decision has to be appealed.

25 In terms of what we do as far as officers

1 are concerned, as I said, we have a -- we have a
2 comprehensive training program. It's been on
3 television. We've had experts go up and look at
4 it. We have the monitoring of every stop by --
5 the executive officer in the precinct goes through
6 each one of these seeing if it's sufficient, if
7 the reasons are, you know, properly laid out in
8 the -- in the form.

9 How do you measure the effect of this?
10 It's difficult because we have sort of
11 historically on the stops, they amount in -- about
12 6 percent of them amount to arrests and about
13 6 percent amount to summonses. So roughly
14 12 percent.

15 But I think it's clear that there is a
16 deterrent value in the process and, as I said
17 before, we believe that a whole host of things are
18 bringing about the reduction in crime and
19 reduction in murders. But it has gone down to
20 record lows and in our judgment the lives that
21 we're saving are the lives of a lot of young
22 people in the poorest neighborhoods in the city.
23 So hopefully this appeal will go through. We're
24 caught up in the middle of a mayoral campaign and
25 it is -- it is -- it certainly has been -- the

1 issue has been involved in the campaign. We hope
2 that the appeal continues to go forward.

3 ATTORNEY GENERAL KOSTER: Do you
4 have any follow-up?

5 CHIEF DOTSON: No. Thank you.

6 ATTORNEY GENERAL KOSTER: Mayor
7 James?

8 MAYOR JAMES: Go ahead.

9 ATTORNEY GENERAL KOSTER: Do you
10 have one?

11 MAYOR JAMES: You go ahead.

12 ATTORNEY GENERAL KOSTER: You go
13 first and I'll finish up.

14 MAYOR JAMES: One thing I was
15 curious about with regard to this stop and frisk
16 is, is there any way for you to do it in such a
17 way that you alleviate the complaints? I doubt
18 that there is. We had this conversation this
19 morning and -- and, frankly, we both agree that if
20 you want to be universally loved, you need to work
21 in a pet store. Hopefully -- I doubt that even
22 that is 100 percent foolproof. But the
23 controversy relates to balance, it seems to me,
24 that there is obviously some efficacy in
25 intervening in areas of high crime with people who

1 are likely to be victims or perpetrators of crime.
2 But then balancing that with not doing it in such
3 a way that it brings into question
4 constitutionally-protected rights. Is there -- I
5 know that you use the Rand profile -- or the Rand
6 thing to help you determine when profiling was not
7 at issue and you said that the description of the
8 perpetrators of crime as per witnesses is one of
9 those things. What other issues did they identify
10 to keep it out of racial profiling and into
11 criminal profiling?

12 COMMISSIONER KELLY: Well, I
13 think, you know, you can't do too much more than
14 training and we have intense training. We have
15 members of the community come in and we have a
16 total emersion course I call it. We bring in all
17 of our graduating recruits to the Apollo Theater
18 just before they graduate and we have a panel of
19 people, Reverend Sharpton has done it on many
20 occasions and other leading mostly
21 African-American leaders in our city, to talk to
22 the recruits, to bring home the sensitivity of the
23 issue. We train, train, train. I believe that
24 the legislation that I talked about is making
25 police officers back off. We have less encounters

1 and that's the -- that's the real concern here
2 because, you know, police officers can stay on
3 patrol and not be as proactive as we'd like them
4 to be and the community loses as a result. So
5 there's no question about it that the
6 sensitivities of the department rank and file have
7 been raised significantly.

8 I'm not certain how much more we can do
9 without folding the program up. As we all know,
10 it's an essential tool. That's what you pay your
11 police officers to do; if he sees something
12 suspicious, you want them to stop the person, ask
13 them questions. For their own safety there may be
14 a pat down. So to the extent that that's backed
15 off on, I think society loses. There's no easy
16 answers here. I understand how sensitive it is to
17 certain parts of the community, African-American
18 community, but it is an essential tool that has to
19 remain in the toolbox and there's no easy answer.
20 But this lawsuit in my judgment is not based on
21 sufficient evidence to declare that the department
22 is engaged in racial profiling. It says in it,
23 for instance, that if taken to its natural
24 conclusion we would have to stop more women
25 because it's using census data as the basis for

1 making the determination, which makes no sense.

2 ATTORNEY GENERAL KOSTER: Other
3 questions?

4 CHIEF DOTSON: Actually moving
5 away from the racial profiling and stop and frisk
6 for a second. You talked about broken windows.
7 That in society if a neighborhood shows signs of
8 deterioration, criminal element. My experience is
9 police officers do a good job. Using federal
10 terms, we can go and weed out that neighborhood.
11 What do you see as the social service programs,
12 the seeding that comes in behind to change some of
13 the systemic problems, education, substance abuse,
14 recidivism? In New York what are some of the
15 programs that are working in that vein?

16 COMMISSIONER KELLY: Well, I
17 talked a little bit about it, you know. It's
18 small, but this -- the Juvenile Robbery
19 Intervention Program is working. I meet with
20 those kids, a lot of lives have just changed.
21 They're interacting with the police. The program
22 with the clergy. The clergy, no question about
23 it, have great stature in many communities. We
24 give them information. We give them up-to-date
25 crime information so they can speak to their

1 congregations and tell them what's going on. And
2 I think a lot of the parts of the Brooklyn Clergy
3 Coalition program are successful and we're moving
4 it to other parts of the -- of the city.

5 So there is many, many different programs
6 run by a variety of social service organizations.
7 I'm looking at the ones that we are involved in
8 specifically. I like the juvenile program. I
9 like the clergy coalition, looking to expand both
10 of those things. We have elements of them now in
11 our borroughs but I probably have to emphasize it
12 a little more.

13 ATTORNEY GENERAL KOSTER: To what
14 degree do you think that cameras and the increase
15 of cameras, particularly those that are set by the
16 police department and owned by the police
17 department, so you have placed them in I assume
18 high-crime areas or sensitive areas, to what
19 degree do you think -- as we go into the future
20 and technology becomes more available, to what
21 degree are these cameras simply going to help us
22 solve crime versus the degree to which they may
23 actually deter crimes? Do you have any sense that
24 they provide deterrents or are they simply a
25 crime-stopping tool?

1 COMMISSIONER KELLY: Oh, I think
2 they're definitely a deterrent now. When we put
3 up cameras we put up signs and it says NYPD
4 surveillance camera. We're not hiding these
5 cameras and we want them to act as a deterrent and
6 they are. Also, people have been assaulted right
7 under the sign, they haven't looked up or they
8 take it for granted. I think they act both as a
9 deterrent and certainly it helps solving crimes.

10 The first thing that we do now in a city
11 as dense as New York is when a crime takes place,
12 we look for the private sector cameras and we have
13 a unit that responds and downloads those cameras
14 immediately. So -- and you're only going to see
15 more and more cameras and I'm all for that as they
16 go down -- relatively speaking, as they go down in
17 price. So they're a deterrent and they certainly
18 help us solve crimes.

19 One of the issues that would surface in
20 this case -- stop and frisk case, there is a pilot
21 program in one precinct in each of our boroughs
22 to have police officers wear cameras. Now, I
23 think the jury is still out on that, the
24 effectiveness of it. The departments that have
25 used them are much smaller of course than our

1 department and I think there's a lot of questions
2 as to when do you turn them on, when do you turn
3 them off, people approach you with confidential
4 information, does the public have to be warned
5 that you're wearing a camera. I mean, there's
6 lots of issues there but that may very well be the
7 wave of the future in terms of police officers
8 wearing cameras. But we have 23 million citizen
9 contacts a year in New York City so what do you do
10 with all of those videos, you know. Those types
11 of questions have to be -- have to be addressed.

12 ATTORNEY GENERAL KOSTER: Any
13 questions?

14 MAYOR JAMES: I do. I'm just full
15 of questions right now.

16 I want to get back to guns a little bit
17 because I'd really like to know what city
18 ordinances you have in the City of New York
19 effecting guns, gun use and gun ownership, if you
20 could tell me.

21 COMMISSIONER KELLY: Right. You
22 cannot own a gun in New York City without it being
23 registered. That means a rifle has to be
24 registered with the city. Handguns, you can't own
25 a handgun unless you have a permit. The permits

1 that are available are target shooting and, you
2 know, you can only take that gun to and from a
3 range, relatively small number of permits. A
4 security guard permit where you can have a gun but
5 you can take it only back and forth from your --
6 your residence. You can have a premises permit
7 which was the basis of the -- I think the Heller
8 case in Washington, D.C. where you can have a
9 handgun in your premises but you can't carry it
10 outside of the -- outside of your premises. Or
11 your place of business. And then there's a final
12 permit which is a carry -- a full carry permit.
13 You have to come and make arguments as to why you
14 need it. It's pretty difficult to get and I think
15 we have about 35,000 in New York, you know, of
16 8.4 million people. So you have a series of
17 permits. The one that allows you the most freedom
18 is this carry permit but it's clearly the more
19 difficult to get. And all rifles, they have to be
20 registered as well.

21 MAYOR JAMES: Do you have a
22 requirement that any guns that are stolen or taken
23 from homes have to be reported?

24 COMMISSIONER KELLY: Yes. And of
25 course, that's not the case in a lot of states.

1 You know, guns that we run into on the streets of
2 the city turns out, oh, they were stolen, or I
3 didn't know where my gun was, it's, you know, in
4 some other state.

5 MAYOR JAMES: Thank you.

6 ATTORNEY GENERAL KOSTER: Chief.

7 CHIEF FORTE': Didn't you have
8 legislature in New York that were going to lobby
9 -- lobbying for ammo registration or bulk sales?
10 What happened with that?

11 COMMISSIONER KELLY: In the
12 governor's bill signoff you -- you now have to
13 register to buy ammunition. So that was -- that
14 was not the case. You're also limited in magazine
15 capacity to seven rounds. There's an exception
16 for law enforcement personnel. And that is quite
17 frankly somewhat controversial with people
18 lobbying to change that. But, yes, you now have
19 to go and -- and give a lot of information to buy
20 ammunition.

21 ATTORNEY GENERAL KOSTER: Any
22 other questions?

23 Commissioner, on behalf of the panel and
24 really on behalf of our city and our state, I want
25 to thank you for coming here and sharing your

1 experience, and thank you for the successes that
2 you and Mayor Bloomberg have enjoyed in saving one
3 of the world's great cities from the scourge of
4 violence. Thank you again.

5 COMMISSIONER KELLY: Thank you
6 very much.

7 (applause)

8 ATTORNEY GENERAL KOSTER: We're
9 going to take a break and I believe that
10 Commissioner Kelly may be available for a few
11 minutes with the media who are assembled. We'll
12 take about a 10-, 15-minute break. Thanks.

13 (Break.)

14 ATTORNEY GENERAL KOSTER: We are
15 reassembled, so for those who have an itinerary,
16 we have flipped -- because of Commissioner Kelly's
17 presence, we flipped the media availability from
18 11:45 up until this past break. So that is now
19 done and so we essentially will just reverse the
20 media availability and the presentation on gang
21 violence and gang migration to now and then we'll
22 roll into lunch.

23 The next topic is gang migration and
24 violence in the Kansas City area and it is my
25 pleasure to call David Starbuck up to the podium.

1 Mr. Starbuck, currently the Assistant Chief of
2 Police for Grain Valley Police Department, is here
3 today as an expert in gang violence. He organized
4 and supervised the Gang Squad for the Kansas City
5 Police Department before retiring after a 29-year
6 career with our police department. He then worked
7 as an intelligence officer for the National Drug
8 Intelligence Center and continues to work as a
9 consultant and trainer for the National Gang
10 Center in Tallahassee, Florida. He currently
11 serves as president of the Missouri Chapter of the
12 Midwest Gang Investigators Association.

13 And is David -- David is sitting at the
14 table and you're welcome to either use the podium
15 or to sit at the table, whichever you feel
16 comfortable.

17 ASST. POLICE CHIEF STARBUCK: I'm
18 following instructions. I'll be here if that's
19 okay.

20 ATTORNEY GENERAL KOSTER: Okay,
21 welcome.

22 ASST. POLICE CHIEF STARBUCK:
23 Thank you. Well, thank you for the invitation to
24 speak and talk to both this panel and a good
25 diverse crowd here because I have no magic

1 answers. I think anyone that gets up and says if
2 you do Steps 1 through 10 you'll rid your
3 community of gangs or drugs or anything else, I
4 think they're living a dream. The problem with
5 street gangs is a societal problem.

6 Unfortunately, much of it becomes a criminal
7 problem and that's what many of us deal with.

8 I thought I would just share with the
9 panel today and with the audience a little
10 overview of kind of the lessons learned in the
11 Kansas City and the Missouri area in the last 20
12 plus years. I got to experience this on a
13 firsthand level when I was proudly a member of the
14 Kansas City Police Department, and as many of us
15 remember, in the late '80s, for a variety of
16 reasons, Kansas City and many other major cities
17 throughout the United States suddenly began to see
18 the presence of gang members who were -- who were
19 migrating to this area primarily from Los Angeles
20 County and then later an abundance of them that
21 were coming in from Chicago. There's been a lot
22 of people that have debated the reasons for why
23 gangs would immigrate out of some of those cities
24 into others but the bottom line is now we
25 understand a lot of it had nothing to do with an

1 individual sitting in California saying let's go
2 to Kansas City, St. Louis, Omaha, Wichita, Des
3 Moines and set up a chapter of the Rollin 60s
4 Crips. It came about from the drug culture and we
5 saw that firsthand because at that period of time
6 I was working in the Drug Enforcement Unit. I
7 worked with a very excellent young undercover
8 detective named Darryl Forte' who did a lot of
9 good work in the community back then. And we saw
10 firsthand what was happening. There was so much
11 cocaine on the market and we'd just seen the
12 incredible surge of cocaine or crack cocaine grip
13 our cities in the urban cores. There was money to
14 be made so gang members in Los Angeles learned
15 quickly -- it was strictly marketing. What sold
16 for \$100 on the streets of South Central L.A.
17 would sell for 500 on the streets of Kansas City.
18 So they began to come here, old-school gang
19 members. They came here to establish drug
20 distribution networks but unfortunately what they
21 brought with them was the Los Angeles gang
22 culture. Followed not long after that, the same
23 dynamics we saw gangs -- established gangs out of
24 the Chicago area that began to do likewise. They
25 began to expand their drug enterprises so they

1 showed up here and the rest is history.

2 A lot of people hear the terms Crips,
3 Bloods, Gangster Disciples, Latin Kings and so
4 forth, and they immediately think that all the
5 gangs in the Kansas City area and many in
6 St. Louis are directly tied to the gangs of the
7 same names in -- in what we call the original gang
8 cities. While they may have had some drug
9 connotations, realistically, what has happened now
10 for the last 20 years and not just in the large
11 urban areas but nationally, every state, almost
12 every municipality has some presence of the
13 gangster culture. And in Kansas City and in
14 St. Louis, because I spent a lot of time in
15 St. Louis with the law enforcement community and I
16 have family there also, the gangs that we have
17 here, even though they bear the names of
18 old-school L.A. and Chicago gangs, 90 to 95
19 percent or probably more, our gang problem is
20 locally grown. It's local individuals. It's
21 kids, it's young people, adolescents who have been
22 immersed in the violent gang culture and the media
23 and the movies and the glamorization of violence
24 in the movies and so forth. And what used to be
25 years ago would just be a group of five to 10

1 individuals, maybe a troublesome group in a
2 neighborhood or a school, in this day and age it's
3 become much more sexy or trendy or fashionable to
4 be a gang. Even though you call them a gang,
5 they're rarely going to use that term. You won't
6 hear -- they don't say they're gangs. Especially
7 when they're talking to law enforcement or anybody
8 in authority, we're not a gang, we're a click, a
9 crew, a posse, whatever. They'll always downplay
10 it. So they know the game. But the problem is,
11 when these groups, when they evolved in a criminal
12 nexus, that's what all of us are having to deal
13 with. So we've dealt with that for 20-some years.

14 Some of the issues that have happened now
15 progressively and I had the opportunity in my --
16 in my assignment now, I do a lot of training
17 nationally. I do a lot of gang threat assessments
18 around the country and I get -- I get the
19 opportunity to listen and talk to communities and
20 law enforcement members and it's the same -- it's
21 the same event that we're seeing. What's more
22 alarming now, we're seeing it's no longer a large
23 urban problem. Yes, it's huge in the urban areas
24 but we're seeing the gang members are learning
25 what we're doing is displacing them. The Kansas

1 City metropolitan area is a perfect example. Many
2 of the well-identified gangs that once upon a time
3 were established and may have operated here in
4 Kansas City, Missouri, are increasingly now
5 relocating and setting up throughout the Kansas
6 City metropolitan area. And no one's immune so
7 they are increasingly showing up to either live or
8 do their business throughout Jackson County,
9 Missouri, Independence, Lee's Summit, Blue
10 Springs, Liberty, Johnson County, Kansas, huge
11 problem. So they -- we displaced the problem but
12 we're still dealing with it because they are very
13 transient. And the gangs -- it's very important
14 to remember that they are transient and they'll
15 live in one neighborhood area but they'll commit
16 their crimes other places.

17 The other thing that's unique about the
18 Kansas City area, it's probably not quite -- it's
19 a little different in St. Louis. In Kansas City,
20 generally speaking, the gangs here are not very
21 turf oriented. A lot of these gangs have evolved
22 out of neighborhoods and they may come from a
23 certain area but it's not as well defined. I
24 remember years ago some of the Kansas City police
25 commanders, they thought we could put a nice grid

1 map on the screen and say from -- you know, from
2 this street to this street, this -- there is no
3 control. They're very transient. A lot of the
4 gang crimes that we deal with are not well
5 planned. These are individuals that just live a
6 random, violent, spontaneous life-style and they
7 will choose to settle a confrontation or perceived
8 slight with violence rather than with any real
9 planning. So you deal with that a lot. I know
10 the community sometimes -- it'd be nice if we
11 could -- we could plan and predict. And there are
12 some ways of predicting violent behavior but a lot
13 of them are spontaneous.

14 And a lot of what we call, quote, gang
15 crimes, are not probably traditional gang crimes.
16 It's people that have the violent tendency. So
17 what starts out as one guy steps on another guy's
18 foot in a club, it's okay, we're going to settle
19 this, we're going to do it because we live a
20 gansta mentality and so forth.

21 So they are loosely organized, very
22 little structure. I kept using the analogy
23 because in St. Louis, very similar, but, you know,
24 St. Louis probably has 40 or 50 clicks of the
25 Rollin 60s Crips or the Bloods but they've never

1 been to Kansas City -- or been to California in
2 their lives. So they're their own versions just
3 like the gangs here are. So you have to identify,
4 know the demographics and the chemistry of your
5 local gangs before you can address them.

6 So that's what we deal with and I'll talk
7 a little bit about some of the issues and the
8 types that we deal with. One of the biggest
9 problems is these gangs are very transient.
10 People want to know why these gangs suddenly
11 saturate. Realistically, we're not dealing with
12 that big of numbers with outside gangsters but
13 they will have a big influence. And the ones that
14 do relocate come for a variety of reasons. They
15 will come in here because of gang rivalries.
16 Maybe things are hot in Phoenix or L.A. or
17 someplace and they'll relocate here. They will
18 come in, as I said, because of law enforcement
19 pressure. We do a good job in the law enforcement
20 realm. We displace a lot of problems but we
21 displace them to a neighboring community or a
22 neighboring county or whatever. So that will
23 cause them to move. Obviously, people that are
24 fugitives, they're going to relocate.

25 One of the biggest issues we see a lot

1 of -- is occurring a lot now because one of the
2 biggest in numbers and most criminally active if
3 you put it in a general category would be the
4 Hispanic gang culture and I'm talking about gang
5 members that are actually coming up out of Central
6 America. Many of them will relocate into this
7 region and other parts of the Midwest because of
8 their family. You've got a family that is seeking
9 employment and you've got the whole family working
10 in a factory 12 hours a day, but like it is in any
11 ethnicity, any culture, you will have -- there'll
12 be some kid in there that wants to live that
13 American gangster dream. So you will have that
14 and they will follow their families and suddenly
15 you'll have the schools and so forth saying why do
16 we have this Guatemalan gang presence in our
17 school. You see that a lot.

18 The economics is big. A lot of people
19 debated it. Gangs didn't come out of L.A. in the
20 late '80s because they wanted to come to Kansas
21 City, they came here for the economics, but what
22 they brought with them, as I mentioned, was the
23 gangster culture. So today we have now hundreds
24 of gangs throughout this region that bear the
25 names from L.A., Chicago, but the biggest majority

1 of them are home grown. They will put their own
2 little spin on it. They'll kind of bastardize the
3 gang culture and they'll turn into what we call
4 the hybrid gang culture.

5 So we deal with lots of individuals.
6 They walk it, talk it, live it, and you couldn't
7 tell the difference. Like this kid here, he knows
8 all the six point, he knows the star and all the
9 things out of Polk Nation out of Chicago but
10 probably wouldn't be able to find Chicago on a
11 map. Likewise, they'll bear the names but this
12 causes problems and we have to understand this.

13 I used to use the story as an example,
14 here in the KC area for many years, we had one
15 small little group on the east side of Kansas
16 City. All that we ever identified were young
17 teenage black males that were locally from the
18 east side of Kansas City. They engaged in a
19 little bit of minor crime. They would steal cars
20 and sell marijuana. They would call themselves
21 the Athens Park Bloods, APB. The Athens Park
22 Bloods is one of oldest old-time gangs in South
23 Central L.A., been there for years.

24 Existing at the same time when those guys
25 were in existence 15 miles away over in Johnson

1 County, Kansas, you had a group of young Caucasian
2 teenagers that ran around Overland Park and Olathe
3 putting up graffiti and called themselves Athens
4 Park Bloods and they do all kinds of crime out
5 there.

6 The urban core black Athens Park Bloods
7 in Kansas City and the white Caucasian yuppie APBs
8 out in Overland Park, Kansas, had no idea the
9 others existed. There was no real connection and,
10 however, if I ever had the opportunity to put all
11 those guys, fly them to L.A. and say, all right,
12 boys, show me Athens Park, show me their home
13 turf, they'd have no clue. What that shows you is
14 that's how they have adopted it. So here in one
15 large metropolitan area you've got two different
16 groups that have adopted a California gang name
17 and they're committing crimes that we have to be
18 careful we don't get into -- when I teach law
19 enforcement we can get into conspiracy fever
20 because throughout the country hundreds and
21 hundreds of cities have names of these gangs.
22 There is no connection. So we have to be mindful
23 of that.

24 A classic example I mentioned, yes, we're
25 talking about urban crime, that's a big issue, but

1 the impact is spreading. And I don't think a lot
2 of people around Missouri -- you know, you
3 wouldn't think of places like Warrensburg,
4 Missouri is now seeing all kinds of gang culture
5 and ties to Chicago but it continues to spread.
6 It also spreads because our urban gangs and
7 criminals have realized that the smaller towns
8 such as Warrensburg, Sedalia, Jefferson City,
9 Columbia, they will go and work those towns. They
10 will have satellite operations. So that causes us
11 in law enforcement to be even more diligent in our
12 intelligence gathering.

13 As I said, probably in numbers we have
14 seen an incredible increase in this region in the
15 last two decades. There are still -- and when I
16 talk about gangs, that's one thing, if everybody
17 walks out of here having learned one thing from my
18 opinion and real gang experts, when we talk about
19 the gang culture, this is not a problem of the
20 African-American community, the Caucasian
21 community, the Hispanic community, the Southeast
22 Asian community, any other ethnic or socioeconomic
23 group 'cause I'll tell you, I have done this for
24 many years and it touches to different degrees
25 every class, every race, and we have to deal with

1 it. We can't put our heads in the sand. But
2 we're seeing a massive influx. The gang culture,
3 the gang problems in any town, county, or urban
4 area will often frequently reflect the
5 demographics in your population. We've seen big
6 changes in demographics in the populous in the
7 Midwest and that's reflected. You have a lot of
8 areas that are suddenly reporting we've never seen
9 this before, a lot of Central American and
10 Mexican-style gangs that are showing up here,
11 sometimes they play well with the local gangs, a
12 lot of times they don't. But these are just
13 examples of the influences.

14 Huge, I mean, very brazen. These are --
15 this is not something that's complicated. These
16 are guys proudly posing for the patrol officers
17 over in the Northeast Patrol Division in Kansas
18 City. As Chief Forte' pointed out, very
19 interesting demographics over there and lots of
20 issues that cause the gang violence to butt heads
21 both in the schools and the community over there.
22 We see a lot of that.

23 Typically, the gang culture around here
24 and much of the Midwest is very conflicting. Any
25 given day no one really controls. You have a lot

1 of gangs here. Some people, they're prevalent in
2 certain types of crime but any given day you'll
3 have in certain neighborhoods seven, eight
4 different gangs that are all vying. This is about
5 as close as it comes to turf oriented.

6 The thing we do point out on something
7 like that, it's graffiti, it's a nuisance, but I'm
8 a big subscriber, and I'm sure all of you are,
9 that the aspect of the broken window theory very
10 much applicable and in law enforcement sometimes
11 we're worried about the big-time cases and
12 everything. We have to look at -- that's your
13 indicator right there. And you talk to community
14 groups and you have to show them to align. And
15 one of them, you know, I can't say enough about
16 organizations such as in this room such as the Ad
17 Hoc Group Against Crime and any neighborhood
18 group, they have to be the start. We in law
19 enforcement support them and work with them. But
20 people always say, what do we do, what do we do.
21 You clean this mess up, okay. And if it comes
22 back, you clean it up again because if they don't,
23 even this low scale crime of vandalism, if you
24 don't respond to it, it sets the tone for the
25 community and shows apathy. We've given up. And

1 if you're scared, then you do it as a community.
2 Okay, Saturday afternoon, let's get our community
3 police officers, let's all meet on the street,
4 let's have a picnic and a weenie roast and then
5 you get somebody to donate some paint and brushes
6 and as a group you go out and clean that stuff up.
7 You show the criminals and so forth that we won't
8 stand for this and you keep it up. You'll wear
9 them out.

10 So you see that you have to deal with a
11 lot of that.

12 I talked about the diversity of the gang
13 culture and it's -- it's showing up likewise.
14 People talk about -- this is the Missouri prison
15 system and I do a lot of networking with the
16 Missouri Department of Corrections. We just had
17 our state street gang conference last week in
18 Springfield. People think about prison gangs and
19 who are the heavy hitters so to speak. Yes, our
20 prison system, like everyone in the country, we
21 have individuals that align themselves with the
22 large scale ones that you always hear about, the
23 Mexican mafia, the Black Gorilla Family, on and on
24 and on, but more and more so and especially in the
25 Missouri Department of Corrections now, the White

1 Supremacist groups are becoming one of the
2 heaviest, most problematic security threat groups
3 in the prison system. And all the criminal
4 activity that occurs on the streets is frequently
5 the shock collars and they'll designate things
6 through the prison system.

7 So you think of those big time groups and
8 you see the term -- I did an interview in the
9 Kansas Department of Corrections several years ago
10 about who would be problematic gangs and the guy
11 started talking about the Joplin Honkies. I said,
12 Are you talking like in Joplin, Missouri? He said
13 yeah. And then I started checking with the
14 Missouri Department of Corrections and they're
15 everywhere. We snicker at it and they're all just
16 individuals, mostly property crimes thieves and
17 people out of Jasper County, Missouri and they
18 have grown on us and that's exactly what we can't
19 allow. We have to identify problems earlier.

20 To show you and re-illustrate this, it
21 touches every group. This doesn't apply to
22 Missouri but I've spent the last two or three
23 years doing a lot of training for federal agencies
24 on Indian country. I've been all over the country
25 now and the gang culture has saturated Indian

1 reservations nationwide and you see where they've
2 adopted the same thing. Violence is just huge and
3 you talk -- you know, just yet another culture
4 that is being hurt through kids adopting the wrong
5 goal in life.

6 So you get all these influences and then
7 what we deal with a lot here, you heard me make
8 references, yes, we have individuals here that
9 adopted the gang culture and a lot of times they
10 take bits and pieces and symbolism that came out
11 of Colorado or Chicago and they mix in some home
12 grown flavor and, boom, they're now a gang. And
13 they're almost comical but at the same time
14 they're violent and commit many of the crimes that
15 all of us are dealing with here.

16 Here's a classic example, and I've used
17 this picture for many years. A typical home shot
18 of some local gang members, but the kid up on top
19 there, Caucasian kid and he's wearing a tattoo
20 identifying himself as a Black Gangster Disciple.
21 I don't know how many people in this room have
22 ever lived or worked in Chicago but I'd like to
23 take that young man up to the south side of
24 Chicago and say, okay, tough guy, let's see you
25 gangbang now and that kid would be floating out in

1 Lake Michigan.

2 But when you get here, that's not
3 uncommon. They have bastardized it so you will
4 have very mixed gangs that are composites. Yeah,
5 you have a lot of gangs that are all white, all
6 black, all Hispanic, whatever, but more and more
7 and more they are getting very mixed and we have
8 to be aware of that because it's crossing over and
9 we think too traditional in our law enforcement
10 response.

11 So the gangs here, I mean, they are more
12 and more multi -- you know, mixed by ethnicity and
13 gender. They're all over the country, very
14 nontraditional. I show presentations on this
15 stuff to California gang investigators and they
16 just -- they shake their heads. I say, Well,
17 that's how we roll in Missouri, I'm sorry.

18 And they'll use the names and symbolisms
19 that may have come out of those other cities but
20 they're local. And they're very difficult to
21 classify. And they'll have multiple affiliations.
22 We've got to get out of that mind-set. It's not
23 L.A. where you're, I'm this for life. There was a
24 group here in Kansas City that we would track and
25 they were one gang up here and when they went over

1 to St. Louis where all their cousins were, they
2 were a rival gang. They switched over. So that
3 screws up a lot of information intelligence
4 gathering.

5 So a lot of the gangs here are very
6 nontraditional. It's hard to track. It's hard to
7 identify -- a lot of their crimes are spontaneous.
8 They're very mixed. But the bottom line is -- and
9 I'll say this over and over, we in law
10 enforcement, we as a community -- I came from the
11 old school of law enforcement. I came out of the
12 academy and on the streets of Kansas City in 1977.
13 They put me in a patrol car on the midnight shift
14 in the Wayne Minor housing projects and back then
15 in the '70s you were given a gun and a badge and
16 your mandate was to go out and put people in jail.
17 Okay, I came from the old school and I still -- I
18 still subscribe to you absolutely must have a
19 strong enforcement police presence. However, even
20 I have learned now over the years, and I share
21 this with my law enforcement comrades around the
22 country, when you talk about gangs and drugs and
23 so forth, we're not going to arrest and
24 incarcerate our way out of this. There's a lot of
25 people that need to be incarcerated and we have to

1 go after them, that's the reality. That's what
2 police do best.

3 But at the same time -- and we're seeing
4 it and it's been a huge path into that we're
5 seeing some great programs and changes in thought
6 patterns nationally the last couple of decades.
7 So we have to -- we have to work on the people
8 that they've made that decision that's the way
9 they're going to live but we have to -- it's got
10 to be three tier. The community has to do a three
11 point. It's got to be enforcement, intervention,
12 and prevention, okay. So we've got to do
13 everything we can for these kids, these young
14 ones. We've got to break that cycle of them being
15 so glamorized with this gangster culture and
16 following just a dead-end path. There's so
17 many -- we all know there's so many issues that
18 are there.

19 Classic example of -- in the community,
20 we have to focus our efforts and the classic
21 example I always use is, I think sometimes law
22 enforcement, we think we have a good feel on the
23 pulse of the community. Sometimes we do but
24 sometimes we have no clue, okay. Many of us spend
25 our -- we may go work in the urban core for eight

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1 or ten hours a day but, okay, we don't live there.
2 This was illustrated to me many years ago when I
3 was proud to be an agent of the gang squad here in
4 Kansas City and I never forgot that I learned
5 about that. We were given a large federal grant
6 one time. We were supposed to identify, which we
7 did, a particular neighborhood in Kansas City,
8 Missouri, that we designated as very violent,
9 gang-infested, drugs and so forth, and we did
10 that. And we were supposed to go in there -- a
11 lot of funding and it was a weed and seed grant.
12 We were supposed to go in there, do a lot of
13 enforcement and at the end of the grant there
14 would be measures to come in and reseed the
15 community. But what I never forgot was, we -- I
16 wrote this up and we proceeded to this one
17 neighborhood, this is it, this is like gangster,
18 crack-dealing violent city and that's -- we used
19 UMKC right here. We used them. They went and did
20 a door-to-door survey of all the residents in that
21 large area and we wanted their opinions and what
22 do you foresee is the biggest problems. When they
23 come back they would check off -- and I was
24 expecting the top four or five things to be
25 shootings, drug dealing, this, this, you know, all

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1 the traditional stuff. Well, they had those as
2 their concerns but their biggest problems -- and
3 these are people that had to live there -- was
4 stuff like we can't get the streetlights on,
5 nobody will -- nobody will tow those darned cars
6 that have been sitting out on bricks for six
7 months, nobody will tear down those -- those
8 houses where all the -- all the crack users and
9 prostitutes go hide out and that was amazing. So
10 we did the traditional police work but at the same
11 time then we started doing -- and this is when I
12 learned nontraditional stuff. While we're doing
13 the traditional, okay, we'll go in there, do
14 enforcement, we did stuff like that where we
15 started working with the city and said, hey, I
16 want these cars towed, I want some lights here,
17 tear this down. At the end of the year I
18 remember, they went back in there and resurveyed
19 that neighborhood. And realistically we arrested
20 people, took some guns off the street. We didn't
21 break a cartel or anything, but because we had
22 done some stuff like that, we had really improved
23 the quality of life. And the people when they
24 were resurveyed, their opinion of the quality of
25 life and the quality of police service because it

1 was the simple stuff.

2 A gentleman with the Minneapolis police,
3 Mike Martin, and I steal his line all the time, he
4 and I do a lot of training around the country and
5 we tell police officers, we work with
6 investigations and in drug cases you have to work
7 up the scale but he says we spent a lot of time
8 chasing the kilo fairy. We want those big cases,
9 we want those bricks of cocaine. We found out
10 early on, I found out the people in the
11 communities that we serve here, okay, they could
12 care less about what cartel we took a load off
13 from. We have to do that. What they want, they
14 want somebody to do something about that 24/7 weed
15 house that's going night and day, all these
16 knuckleheads are buying their dope there and all
17 the drunks are standing out in front and being
18 obnoxious.

19 ATTORNEY GENERAL KOSTER: Dave, I
20 need to leave time for Q and A.

21 ASST. POLICE CHIEF STARBUCK: I'm
22 very sorry.

23 ATTORNEY GENERAL KOSTER: Take
24 about five more minutes and we'll have Q and A.

25 ASST. POLICE CHIEF STARBUCK: So,

1 anyway, we're dealing with a lot of violence and
2 every ethnicity and the things that -- you know,
3 are these guys from California or Missouri? It
4 doesn't matter. They are a threat to the
5 community, on and on and on. Years ago -- this is
6 the kind of a kid that we would call a wannabe and
7 if nothing else, we've got to throw that out of
8 our vocabulary. There's no such thing as a
9 wannabe.

10 A lot of what we talk about is gang
11 crimes or more drug-related crimes.

12 And a few of my recommendations, and I'll
13 let you ask questions afterwards, just my
14 personal -- you know, it's got to be a combination
15 of enforcement, intervention, and prevention. I
16 absolutely agree, priorities on any firearm crime
17 has got to be a priority whether it's a state
18 case, a federal, that has got to be constant to
19 reduce violence.

20 Continue to always to try to work with
21 successful programs such as the Jackson County
22 Drug Court. NoVA, I'm very excited about that new
23 project. The Crime Commission, COMBAT, Ad Hoc
24 Against Crime, fine programs that fit the
25 community. Sometimes we try to wedge programs in

1 that don't fit.

2 The schools, work more closely with the
3 schools. I did a training for the Missouri School
4 Resource Officers Association last year. I asked
5 everybody in that school how many of you have
6 gangs in your schools. 80 to 90 percent of them
7 raised their hands. I said how many of you school
8 officers are routinely part of planning and
9 briefing and interaction with the other elements
10 of your department. Not one of them. Do you sit
11 down and talk to your detectives and your
12 specialized units? No. So more interaction just
13 within our own agencies.

14 I'd like to see a form similar to what
15 they do in L.A., a simple form that every police
16 officer has where they can send it in and we send
17 a letter to the parents just formally notifying
18 them -- because you have a lot of denial out
19 there. Saying be aware, police have documented
20 whatever, this criteria, and your son or daughter
21 has been identified, you know, as a gang member.
22 Put them on notice.

23 And the training for educators is huge.

24 And then a lot of -- you know, just on a
25 personal note, it's convoluted, it's a difficult

1 problem. I'd like to see more attention and
2 recognition in the community, in the media and so
3 forth. Yes, we have crimes, we need to report
4 them, we can't ignore them. But it would be
5 nice -- you know, there's kids out here that never
6 get recognized for just doing what they've got to
7 do. They get up every day, they make their Cs and
8 Bs in school. They're not going to be honor
9 students but find more recognition and show -- let
10 them be a focal point rather than all the
11 negativity.

12 So I thank you very much for your time
13 and I'll answer any questions. Thank you so much.

14 (applause)

15 ATTORNEY GENERAL KOSTER: David,
16 thank you for the presentation. It was excellent.

17 I think I should yield to the police
18 chiefs themselves who have undoubtedly more
19 experience at least certainly than I do in dealing
20 with this issue on the streets of the two major
21 cities.

22 Chief Forte', do you want to begin?

23 CHIEF FORTE': Yes, thank you.

24 I appreciate your participation.

25 When did you first detect gang members in

1 Kansas City being in multiple gangs like they
2 could be 51st Street, 49th Street, they could be
3 in two different gangs. When did you first detect
4 that?

5 ASST. POLICE CHIEF STARBUCK: Well,
6 I don't think you attack it any differently, you
7 just have to be aware that they do that. It is
8 nontraditional here such as the one you saw,
9 you'll have these mergers, these coalitions.

10 You also from the police standpoint, when
11 drugs are involved, the gang stuff will be
12 secondary and that's important because we get
13 locked in. So I may be a member of this gang and
14 you're my rival in this gang, but if we find out,
15 hey, we can hook up and get our money together
16 'cause we've got a source of drugs over in Kansas
17 City, Kansas, that gang stuff's secondary. Money
18 will always override it, okay. And a lot of what
19 are related -- you know, people always want to
20 know is this a gang-related crime. We all know
21 half the time we never know. More of what we see
22 out here are probably gang-involved crimes but
23 they're more -- often more drug -- there was a
24 drug nexus in there.

25 Yeah, you don't attack that any

1 differently, you just constantly -- that's why the
2 information intelligence sharing, there's a lot of
3 improvement needs to be made on that just here in
4 the metro area between the county jails and the
5 different municipalities. I get way too many
6 phone calls every day saying, hey, who do you know
7 in Raytown that knows this, or who do you know in
8 North Kansas City that knows that or who -- yeah,
9 so we're making strides but it could improve.

10 CHIEF FORTE': Thank you. I think
11 we as a police department, like I talked about
12 before, need to get better information out there.
13 Oftentimes we talk about gangs and homicides being
14 related to drugs and gangs, but we did an analysis
15 in 2005 and about 6 percent of the homicides that
16 we had a suspect and information on and those
17 sorts of things and a motive, about 6 percent were
18 actually gang related and that was the national
19 average at the time. So, again, I think we just
20 need to do a better job of -- because the media
21 does a great job of responding to things saying,
22 well, this might be gang related, whether it is or
23 not. So I think in order to ease some of the
24 tension in the community, as a police department,
25 that's what we're working on, communications plan.

1 We're going to start taking things to a higher
2 level.

3 ASST. POLICE CHIEF STARBUCK: As
4 an extension of the program, I was glad to see
5 assaults where there are no prosecution or
6 nobody -- those are -- it's vital that you
7 continue those because that is going to be the
8 catalyst for what's going to happen next. So even
9 if it doesn't rise to the level of being able to
10 prosecute, you need to get every tidbit of why,
11 who are the players, who's involved because that's
12 not going to rest. It's going to stir back up
13 again on this gang mentality.

14 ATTORNEY GENERAL KOSTER: Chief
15 Dotson.

16 CHIEF DOTSON: Thank you again for
17 your presentation. I enjoyed even the references
18 between St. Louis and Kansas City, I think all
19 true.

20 I heard your enforcement, intervention,
21 prevention. These gangs are loosely organized
22 that are an economic engine that are not L.A.,
23 Chicago gangs. What enforcement strategies work
24 when like in L.A. if you interrupted the drug
25 trade, you really in essence take the legs out

1 from under the gangs. When they're socially
2 organized around some identity now and we see the
3 geography in St. Louis that you might not see
4 here, how -- what's the strategy there?

5 ASST. POLICE CHIEF STARBUCK: Well,
6 it starts pretty simple and one of the things
7 first when I started doing that here was make sure
8 that the detectives that work with me, I said, you
9 know what, we can be a specialized unit and
10 everything and have take home cars but I said, you
11 know, 90, 95 percent of all the information that
12 we'll react to is going to come from your patrol
13 officers. If there's not a constant flow of
14 information back and forth with the patrol
15 element, they're the ones that are going to have
16 more contacts with people. That, and getting out
17 there and constantly knowing your community
18 contacts and making them understand, feel
19 comfortable enough to call and say, I don't know
20 what's going on but there's some bad blood between
21 these guys and that guy.

22 In St. Louis you have -- St. Louis is
23 very similar because the other problems you face
24 is what we face here. Any urban area that's on a
25 border, then you've got those jurisdictional

1 problems. And then you have a lot of these, are
2 they a gang, are they a party club, these crews
3 they -- weekend, you know, unlicensed party things
4 that evolve into maybe something that sounded good
5 at the time and then -- those are very difficult.
6 I think it's just a constant flow of information
7 where people will be your pointer index and then
8 also targeting the repeat violent offenders at the
9 same time.

10 We found a lot of the gangs here, they
11 don't have a real leader but you can identify the
12 shot callers and there's always a couple of guys,
13 everything, he's always in it. And we've taken
14 some steps, you know, working with other agencies.
15 Like Probation and Patrol, they always ask if the
16 guy's going to -- if he's going to get a
17 conviction and you know it's going to be a
18 probation case. I used to tell them do not put
19 something vague in there like on his condition of
20 probation something like to have no contact with
21 known gang members. That's impossible to enforce.
22 You'd have officers in there constantly having to
23 justify that. I'd say here's how you do it. You
24 put a condition in there specific to have the
25 Court and judge buy into it to have no contact

1 with specific people and you identify the eight or
2 ten characters that he's always with. And you can
3 document it over the last five years every time
4 these guys are together, there's violence, drugs,
5 whatever. And you're doing it to get him --
6 you're trying to break him out of that. So if the
7 defense attorney jumps in -- and this is probably
8 more for your -- you know, the defense attorneys
9 are going to say, no, you can't. We're doing it.
10 That's the purpose of probation is to break
11 somebody out of that cycle. So I think in St.
12 Louis, anywhere else, to have a real feel for what
13 is our problem.

14 Sometimes it's not a drug problem, maybe
15 it's a property crimes problem. Maybe it's, you
16 know, more violence and is that violence -- what
17 are the factors in it. And doing a lot of that
18 now 'cause there's a lot more where they break
19 down any known causation or any factors in offense
20 and I'm a big believer in follow the -- you know,
21 if this particular crew that their thing is
22 stealing cars, let's address it as a stolen auto
23 ring and quit trying to go out here and buy crack
24 from them. Find what the criminal specialties
25 are. That's big 'cause a lot of gangs are

1 expanding. A lot of them are getting away from
2 the drug thing and getting into identity theft and
3 credit card stuff.

4 CHIEF DOTSON: And so, we talked
5 about enforcement for a second. What prevention
6 models have you seen out there that really work
7 that have an impact that can turn young people's
8 lives in one direction or the other?

9 ASST. POLICE CHIEF STARBUCK: Well,
10 there's been a lot that I've read about and I
11 think one I've always taken notes on because I'll
12 get involved in debates or panels and I think a
13 lot -- as a matter of fact, Scott Decker is from
14 St. Louis, he and several of his peers will say if
15 you're going to get an individual out of a gang,
16 you do them individually. You can't -- you don't
17 take a gang itself and say, okay, together you
18 guys or you girls. You're better -- they are
19 better to be separated. You have to break them
20 out because if you don't then you're validating
21 the group, okay. So you almost have to do a
22 divide and conquer.

23 I think it's a variety of things.
24 There's no one panacea but obviously getting them
25 any resources for education or employment.

1 Sometimes that works, sometimes not. I mean, we
2 had -- I had some officers that did a lot of work
3 with some of the local gang members and actually
4 found them very good paying jobs. And it's just
5 because they didn't have the work ethic, had never
6 been -- we can't tell them, you know, this is a
7 great thing, you're making \$15 an hour doing
8 construction. Well, they don't want to. You
9 know, so you're going to deal with some of that
10 and we have to find -- sometimes we have to find
11 our successes on a limited scale. But anything --
12 I think just to get them out of this mind-set,
13 this fascination with violence and they have
14 just -- so many of them they've just lost, you
15 know. This isn't a movie, they're going to get up
16 tomorrow, you know.

17 ATTORNEY GENERAL KOSTER: We have
18 time for one more question. Mayor James.

19 MAYOR JAMES: You know, I just
20 want to know -- how you've heard some discussion
21 this morning from Commissioner Kelly about issues
22 of real time policing and some of the other
23 tactics. Where do you see some of the tactics
24 that he was talking about blending in with some of
25 the tactics that you use?

1 One of the things that I think we kind of
2 need to get away from is that we have -- we seem
3 to be putting things in buckets and the buckets
4 never get emptied into a bigger bucket. So we're
5 just a little bit here, a little there and a
6 little bit somewhere else. Where's the
7 intersection? How do we maximize and leverage the
8 two approaches so we have a more effective
9 approach overall?

10 ASST. POLICE CHIEF STARBUCK: I
11 may have lost you along the way there.

12 MAYOR JAMES: It's very easy to
13 lose me sometimes. I do it to myself all the
14 time.

15 ASST. POLICE CHIEF STARBUCK: I
16 think one of the keys -- and I think we have to
17 compare -- I can't imagine, nor could most of you,
18 the management, organizational nightmare of doing
19 anything in the government in a city like New York
20 City. So you have to kind of get a feel for what
21 are the hot spots, what are the problems in our
22 community. But I always look for the common
23 denominators. Not just let's go put out this
24 fire, let's go put out this fire. What are the
25 things that we constantly see that are coming up,

1 who are the people that ending up in the county
2 jail, what are the common themes that are there.
3 And if they do, then is there any viable community
4 resources that can be pointed in that direction.

5 Other issues, you know, parenting skills.
6 And it's nice for us to say we need to notify
7 parents, but sometimes we can see what the problem
8 is because in some instances there's no real
9 responsibility. So if a kid has not been made
10 accountable, then sometimes they're going to act
11 accordingly. My daughter's a school counselor in
12 the urban core in St. Louis and she tells me some
13 very unsettling stories. She had a sick child one
14 day and called the mother and said you need to
15 come pick her up and the mother said, Okay. Now,
16 where is that school again? She didn't even know
17 where the school was. So responsibility.

18 And there's so many areas but I think I'm
19 a big believer in identifying core problems, be
20 realistic, not overshoot our goals but knowing
21 what are our problems here. The violence
22 obviously is a ongoing one but there's some things
23 that can minimize it. I mean, we in law
24 enforcement know that predicting domestic violence
25 and stuff like that is very difficult and a lot of

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1 that stuff is spontaneous, but we can -- there can
2 be some success stories out there.

3 ATTORNEY GENERAL KOSTER: Very
4 good.

5 MAYOR JAMES: Quick follow-up.

6 ATTORNEY GENERAL KOSTER: Yes.

7 MAYOR JAMES: Just to be clear, I
8 may have very easily lost you. There was a lot of
9 discussion about technology --

10 ASST. POLICE CHIEF STARBUCK: Okay.

11 MAYOR JAMES: -- data collection,
12 Operation Crew Cut, the use of cameras, breakfast
13 with the grandmothers, those types of things,
14 focus on youth programming. How do you see those
15 type of programs interacting with what you're
16 trying to do with gangs?

17 ASST. POLICE CHIEF STARBUCK: I
18 think any program is worth trying. I think we
19 have to find sometimes how do we gauge success and
20 did we just do this just because, okay, it was a
21 good thing to do. You have to find some means of,
22 okay, what have we done and have we seen any
23 viable reduction in whatever these kinds of crimes
24 or these kind of incidents. So before we just
25 throw something out there -- and we are all faced

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1 with budget constraints and everything else so
2 sometimes it can be on the simple side.

3 But I know years ago drive-by shootings
4 were horrific and so sometimes rather than just
5 say, okay, let's go out and run around and put
6 people in jail, drive-by shootings, violence,
7 guns. So I made guns were the number one
8 priority. We did everything we could in gun
9 cases. The first thing I did when I came to
10 Kansas City, I assumed Kansas City -- I don't
11 know, I assume they still have a municipal
12 ordinance where you can put somebody into city --
13 municipal court for concealed firearm -- or in
14 some cases. If this is somebody that's a
15 documented gang member, that is automatically
16 going to be referred for state prosecution. So I
17 think if they've gotten into the gang venue, they
18 need to be accountable for the guns and violence.

19 So I think we need to take input from the
20 community, the groups, the neighbors, the parents,
21 the school administrators. And oftentimes that's
22 another catch 22 because too many times the
23 parents think that. The role of schools is not to
24 instill values in kids, they are to educate. So
25 it's not just put the kid on the bus and he'll

1 come home a good person. No, it's got to be --
2 they've got to have the support of the parents,
3 too.

4 ATTORNEY GENERAL KOSTER: Very
5 good. David, thank you for your presentation. We
6 greatly appreciate that.

7 (applause)

8 ATTORNEY GENERAL KOSTER: Two
9 housekeeping announcements. After the lunch break
10 there is essentially one presentation in two parts
11 with Cynthia Lum and Christopher Koper, both with
12 George Mason University in Washington, D.C.
13 The -- this is on the foundations of
14 evidence-based policing and it's good stuff for
15 those who would like to come back and be with us
16 after the lunch hour. And then there will be a
17 panel discussion following that as well.

18 The second announcement is that there are
19 I think some folks that perhaps are in here who
20 have been parking in the Cherry Street garage who
21 may not have been putting money in their meters.
22 I don't think that they have been ticketed this
23 morning but I think the broken windows philosophy
24 will be enforced during the afternoon so we want
25 to give fair warning on the meters in the Cherry

1 Street garage.

2 We'll see you all back here at
3 1:00 o'clock. Thanks.

4 (Lunch break.)

5 ATTORNEY GENERAL KOSTER: Welcome
6 back, everybody, and we'll start the afternoon
7 session.

8 Cynthia Lum is the director of the Center
9 for Evidence-Based Crime Policy at George Mason
10 University. Since its founding in 2008 the center
11 has established itself as a leading resource for
12 police departments around the country. As its
13 director, Dr. Lum evaluates policing,
14 interventions for crime prevention effectiveness,
15 examines the foundations of street-level police
16 decision making, and has researched the
17 relationship between drugs and violence. With
18 Professors Christopher Koper and Cody Telep, she
19 developed the evidence-based policing metrics --
20 matrix, a design -- tool designed for police to
21 better utilize research on what works in policing
22 and we welcome her to Kansas City. Thank you,
23 Doctor.

24 (applause)

25 DR. CYNTHIA LUM: Okay. Good

1 afternoon, everyone. Thank you very much for
2 sticking by after lunch. I appreciate that.

3 I was talking to the mayors and the
4 chiefs and said that we're going to get a little
5 bit in the weeds now. Chris and I are here to
6 bring some very specific information to the table.
7 I hope you find it useful. And please feel free
8 if you just need to interrupt and ask me a
9 question, that's fine, too. I'm open to any --
10 any questions that you have.

11 First, Attorney General, I just want to
12 thank you for inviting us to this important
13 summit. We really appreciate being included and,
14 Joan Gummels, thank you so much for helping to
15 coordinate our visit. We appreciate that.

16 My name is Cynthia Lum. I'm from the
17 Center for Evidence-Based Crime Policy at George
18 Mason University. We are the largest public
19 university in the northern Virginia region, about
20 30 minutes outside of Washington, D.C. And the
21 center, as the Attorney General mentioned, is
22 focused on two aspects of criminology. One is the
23 generation of primary research and this includes
24 quite a bit of interest in the evaluation of
25 criminal justice interventions, policing

1 interventions, and other interventions in terms of
2 their effectiveness of reducing crime, increasing
3 legitimacy, whatever the outcome might be.

4 But the second aspect of our center that
5 is really a focus point of our center, it's in
6 translational criminology. And translational
7 criminology is really focused on how to get that
8 research that we're putting out there, and there's
9 a lot of it, how to get it into the hands of the
10 practitioners in usable forms, in a digestible
11 form. In forms that can actually have meaning for
12 officers on the street.

13 So today I've been asked to speak to the
14 topic of evidence-based policing which combines
15 this evaluation component with this translational
16 criminology component. And my colleague,
17 Dr. Christopher Koper, who's going to be speaking
18 next who specializes in firearms crimes and hot
19 spots research, is really going to get into some
20 of the nitty-gritty detail about hot spot
21 policing, about firearms -- about reducing
22 firearms crimes in hot spots. So he'll get into
23 that after me.

24 I just put up this road map for all of
25 you to follow. I'm going to very quickly talk

1 about these four topics. Each one of these topics
2 you might imagine are two or three lectures and
3 I'm going to reduce them into about 10 to 15
4 minutes each. I'm going to talk about what is
5 evidence-based policing, what's the evidence
6 behind evidence-based policing generally speaking.
7 Chris will go into some detail on are law
8 enforcement agencies evidence based and why should
9 they become evidence based, and how can agencies
10 achieve evidence-based policing.

11 I think the way that I want to start is
12 to say that if we are going to -- unless we want
13 to continue in a situation of ad hoc programs, of
14 triaging violent crime, of -- Mayor, you mentioned
15 a whole bunch of buckets basically. If we're
16 going to try to get away from that situation,
17 we've really got to think about long-term changes
18 in policing. Fundamental long-term changes in the
19 way that police impact crime, and not just how
20 commanders or police chiefs are thinking about
21 this issue but the officers on the ground. The
22 everyday officers, what are they actually doing,
23 how are they interacting with people. The issue
24 of stop and frisk is absolutely essential in this
25 conversation because stop and frisk is that

1 point -- and forgetting about all policies and
2 bigger issues, stop and frisk is that point in
3 which an officer and a person interact and that
4 interaction has meaning, and it can have a
5 negative meaning for people who it happens to them
6 often. So I'd like to really get into the weeds
7 and think about how police can impact crime and
8 how officers can think about the profession in a
9 different way towards this goal.

10 Now, the United States is not new. The
11 United States has gone through a number of models
12 and paradigms of policing that you see here that
13 have attempted these long-term changes. I think
14 all of you probably have heard of these types of
15 models: Political, professional, community
16 oriented, problem oriented, intelligence-led
17 policing, predictive policing models. All of
18 these models reflect various policing philosophies
19 really about decision making at the tactical level
20 and at the strategic level.

21 So, for example, the professional model
22 of policing was very much associated with the
23 development of standard operating procedures and
24 the use of rule of law.

25 The community-oriented policing model

1 suggested, hey, we need to think outside the box.
2 We've got to have community input in some of our
3 interventions that we're taking on as police.

4 The predictive policing model is a model
5 of policing that really emphasizes and values the
6 manipulation of data in order to make decisions
7 about when will be the next crime and how can we
8 prevent it. It focuses on a more practical
9 approach to policing.

10 Now, evidence-based policing doesn't
11 reject any of these models. It's not in contrast
12 to any of these models, it's not opposite to any
13 of these models. It's a philosophy that I think
14 adds a fundamental question that none of these
15 models asked in the past, and that is, do any of
16 these actually work. I mean, do any of these
17 actually work. They sound really good and there's
18 always something new around the corner but does it
19 actually work to, A, reduce crime -- reduce and
20 prevent crime, and B, does it not harm
21 communities. So you'll have interventions that
22 can reduce crime that can harm people or that can
23 ruin your relationship with the communities you
24 serve.

25 So evidence-based policing is really

1 about bringing -- it's a philosophy of governance,
2 really, for the mayors on the panel. It's a
3 philosophy that says that we need to include more
4 than just clinical experience, hunches, good
5 feelings, emotions, even statistics into our
6 decision making. Instead, we have to pay more
7 attention to the outputs of scientific research as
8 well as the processes of scientific inquiry. The
9 questioning that scientific inquiry brings to the
10 table in terms of what we should be doing and what
11 we should not be spending money on. It's a
12 philosophy of governance that holds us accountable
13 for outcomes that are objectively discovered from
14 science.

15 And so, this notion of evidence-based
16 policing is, as Larry Sherman first talked about
17 it in his ideas of American police practices and
18 the Police Foundation -- the United States Police
19 Foundation when he said police practices should be
20 based on scientific evidence about what works
21 best. He was focusing on two types of scientific
22 evidence. One, evaluation research. Like does
23 the gang techniques that Chief Starbuck was
24 mentioning, do they actually work to reduce gang
25 problems. He mentioned a number of things that

1 have been shown to be evidence based and to not be
2 evidence based. Broken windows was mentioned
3 numerous times this morning and there's actually
4 evidence on broken windows, some of which is not
5 very positive in terms of reducing crime. Or
6 being connected to violent crime, that is.

7 So evidence-based approaches focus on
8 scientific evaluations and that type of knowledge
9 but it also focuses on internal information that
10 the police department gathers and this is why
11 crime analysis -- and not just crime analysis but
12 internal analysis of the police organization is
13 very much apart of this evidence-based approach.
14 And it is in opposition to kind of experiential
15 knowledge or -- or hunches, something called
16 common sense. I don't really like this term but
17 when I was a police officer, you know, people
18 would say to me, oh, you know, you need common
19 sense for this job as opposed to information that
20 comes, you know, from research or from numbers or
21 something like that. Some common sense, whatever
22 that might be. We actually know that common sense
23 from a number of studies can be completely
24 incorrect and harm people.

25 Okay. So just sticking with this

1 discussion about what is evidence-based policing,
2 I'd like to use a medical example because it
3 really drives the point home about what this type
4 of policing is about. And I'm just going to use
5 kind of a silly example. This is actually a real
6 example. What I'm about to show you is what was
7 suggested to me one time by one of my very old,
8 salty squad members that I had in patrol. But
9 let's take this particular situation where a
10 suspect gashes your arm with a dirty knife. You
11 arrest him. How should you treat the wound? Now,
12 obviously research tells us we should go to the
13 doctor quickly, get it cleaned, take some
14 medicine, etc. But my squad member once told me,
15 you know, get some mud and put it on it, right,
16 and that'll fix it. He was a Vietnam vet and he
17 thought that would help me. I said, I don't think
18 that will help me. But he said try that, right?
19 Well, what would we choose? Obviously, we're
20 going to choose -- this is a silly example, but
21 obviously we would choose research. The solution
22 supported by knowledge. But the more important
23 thing is not which of the silly examples do you
24 pick but why we choose research. Why is this.
25 Well, one, the medicine's affects have been

1 scientifically tested and we know that it works.
2 And sure enough, in criminal justice there have
3 been a number of tests of criminal justice
4 interventions that have shown what works, what
5 doesn't, what's promising, what harms people.
6 Like boot camps, for example, increases juvenile
7 offending. D.A.R.E. we know doesn't work and
8 there are -- there's one study that shows it
9 increases juvenile drug use. So what works and
10 what doesn't work. We actually have quite a bit
11 of research now that can be used by criminal
12 justice and police agencies.

13 Second, these medical tests, the reason
14 why I want to go to the doctor and get that
15 medicine is because it was tested on different
16 people who live in different places and in
17 different conditions. It is generalizable. And
18 despite how we always want to say, well, Kansas
19 City is not St. Louis and St. Louis is not
20 Baltimore and Baltimore is not Chicago, right,
21 there are generalizations that we can make from
22 the evidence. If we do not believe in
23 generalizations we cannot believe in science,
24 okay. So there is generalizations and there have
25 been studies that have been done in many different

1 types of places from police agencies with 100
2 officers all the way up to police agencies with a
3 thousand, 2,000, 3,000 officers. So there can be
4 generalizations made.

5 And because of research, we know that
6 medicine that we take has a very slim chance of
7 harming us. Or we're at least warned ahead of
8 time about the harm that could happen with the
9 medical intervention. And the same is true with
10 criminal justice interventions; we now know of
11 criminal justice interventions that can be harmful
12 and, more importantly, we now know of criminal
13 justice interventions that do not have an impact
14 on crime. That sound really good, that feel
15 really good, but that do not have an impact on
16 crime or the reduction of it.

17 There are a number of benefits of an
18 evidence-based approach. I can go into this later
19 if anybody has questions, but the benefits of
20 evidence-based policing, the benefits of using
21 knowledge about what works and what doesn't in
22 reducing crime are many. It can reduce crime,
23 disorder and fear. Can increase transparency and
24 legitimacy. It provides chiefs with a scientific
25 justification about why you decide to do what you

1 want to do. It can develop and tighten
2 accountability systems around outcomes, not just
3 statistics. So while COMSTAT in its early days
4 and even now is a good step towards acknowledging
5 information and data, evidence-based approaches
6 really say you have to move beyond that to be
7 accountable to what we actually know from
8 research. Not just did homicides go up two
9 homicides yesterday or today, or did robberies go
10 up 10 to 20, right? What does that actually mean
11 in terms of its connectivity to what you did as an
12 intervention.

13 It can improve the motivation and work of
14 officers. I'm going to get into that a little bit
15 more when I talk about proactive policing. This
16 is probably the hardest sell for police officers
17 because change to police, and myself included when
18 I was a police officer, we see it as more work,
19 not less. But evidence-based approaches can
20 reduce call volume and that is the -- the
21 uncertainty about calls and the level of call
22 volume is probably two of the main issues that
23 cause stress and low motivation for police
24 officers. It can definitely be more cost
25 effective and it can help identify and avoid harm.

1 I think all of this sounds really easy,
2 it sounds good, but there are a number of
3 challenges. And I started off with just kind of a
4 theory about what evidence-based policing is but
5 it definitely prompts a number of questions such
6 as, what is the research evidence, what does it
7 say, where can we easily access it if I'm an
8 officer on the street.

9 What evidence should we believe and why?
10 This is a fundamental question to the
11 evidence-based policing approach. There is so
12 much research out there, quite a bit of research
13 out there that you should not pay any attention
14 to, okay. It will -- it'll trick you into
15 believing something that is not true. It's not
16 believable.

17 Can generalizations be drawn from the
18 evidence that can be applied to different
19 agencies? I think this is a large question.

20 Are we, in fact, evidence-based. One
21 question that I get from chiefs often is how can I
22 assess whether or not I'm aligned with what we
23 know works in terms of crime reduction.

24 And finally, this is the most difficult
25 question I think of all of these; how can this

1 research knowledge, if we acknowledge it, if we
2 find it believable, how can it be translated into
3 specific, tangible tactics or strategies or
4 organizational reforms and that is a very large
5 and difficult problem to overcome.

6 Okay. So let me start off just with
7 this. And I'm going to go into the evidence-based
8 police matrix just briefly for this presentation.
9 But I want to start by saying good quality
10 evidence that police can use does exist. There is
11 definitely evidence that the police can use about
12 tactics to reduce crime. In fact, there are over
13 125 studies of at least moderate rigor, so from
14 moderate rigor to very rigorous that I would say
15 if I were advising a chief that you could pay
16 attention to to think about how to reduce crime.

17 And by the way, I'm only going to touch
18 on the crime control research. There is a whole
19 host of research out there that looks at how to
20 improve police legitimacy, that looks at the
21 understanding and nature of crime itself.
22 Research on broken windows falls into this area.
23 There's research on stress, police fatigue,
24 officer motivation, shift work. There's now a
25 study that has come out, a randomized controlled

1 experiment that shows us 12-hour shifts are not as
2 good as we thought they were. It's not supported
3 by evidence. So good, quality knowledge
4 definitely does exist from the individual level
5 all the way up to the social force level.

6 The question, though, I think that police
7 are dealing with is how do I make sense of all of
8 it. There's a lot out there. How do I organize
9 it, what kinds of lessons come directly from the
10 research that I can get. And I don't have time to
11 read 2,000 articles, you know, on whatever about
12 policing, right? Well, that's why we -- that's
13 why we put together the evidence-based policing
14 matrix. This is a free tool. Anybody can access
15 it. You can click on the QR code right now and
16 see it on your cell phones. This is a very simple
17 tool in which we took all research, sifted out the
18 research that was very low in terms of
19 methodological quality and only included research
20 that is at least moderately rigorous to rigorous
21 on crime control interventions that the police do.
22 I'm sorry I don't have access to the Internet here
23 or I would show you. You can click into
24 individual slabs of this matrix, you can look at
25 individual dots on this matrix that point to

1 specific studies or you can look at more
2 generalizations of this matrix. I'm just going to
3 briefly tell you a little bit about it just to
4 give you a sense of what's inside of this
5 resource.

6 So the evidence-based policing matrix
7 goes something like this. Almost every tactic
8 that the police do can be categorized into three
9 dimensions. One, almost every tactic that the
10 police do is focused on a particular type of
11 target. I don't know if you can see this, Chiefs
12 and Mayors and Attorney General, but it's like
13 individuals, groups, micro places, neighborhood,
14 jurisdiction, state level. We work with some
15 agencies that are across an entire country. So a
16 lot of the tactics can be -- can be characterized
17 in this way by the type of target they are geared
18 towards.

19 The second type of dimension that most
20 tactics can be described under is on a continuum
21 of proactivity. There are some things that police
22 do that are reactive, proactive and highly
23 proactive.

24 And the third dimension of the matrix is
25 the level of specificity of the interaction from

1 very general. Like D.A.R.E. is a very general
2 intervention; you give it to everybody as opposed
3 to extremely focused and tailored. Some of the
4 things that Deputy Chief Starbuck was talking
5 about are very focused and tailored interventions
6 for policing. So, for example, this particular
7 intervention is at the individual level, it's
8 highly proactive and it's very general. This
9 would be something like D.A.R.E., okay.

10 Something like this, this is a micro
11 place intervention. It's proactive but it's also
12 general in nature. This is what you would call
13 directive patrol or general patrol at hot spots,
14 okay.

15 Here's something that occurs at the
16 neighborhood or community level. It's proactive,
17 and it's highly tailored or focused. These are
18 some of the problem-solving interventions that
19 you're doing within your communities or your
20 SEPTET approaches or things that involve larger,
21 directed patrols on a very specific type of a
22 problem.

23 So now imagine that we took every single
24 study that qualified to be in the matrix and did
25 this, and that is what we did here. So what

1 you're seeing is -- and in the Internet interface
2 you can click onto any one of these individual
3 studies or see a whole slab like micro place and
4 all the studies within it. What you're seeing
5 here is each study color coded to their findings.
6 So a black dot means that the intervention was
7 successful in terms of its reduction and
8 prevention of crime. A white dot shows that it
9 was not successful; that we did not see
10 significant decline in crime from that particular
11 study of that intervention. Gray dots are things
12 that have mixed effects, and red triangles are
13 interventions that show backfire effects, that
14 show that the intervention harmed or increased
15 recidivism or increased crime as opposed to
16 prevent it, okay.

17 Well, why did we do something like this?
18 Well, we did something like this for this reason.
19 Not only so you can see the individual pieces of
20 information but we did this to see generalizations
21 from the research in intersections of specific
22 dimensions. What do I mean by this?

23 Chris, do you have a pointer for me?

24 So, for example, see these -- see the
25 blue -- this is not really working. But see the

1 blue circles, not the dotted blue circles but just
2 the solid blue circles. That is an area where the
3 research is strong. In other words, policing
4 interventions that impact micro places that are
5 highly proactive and tailored to the problems at
6 hand have a higher percentage of success than the
7 opposite.

8 Interventions that are more focused on
9 reactive approaches to individuals. By the way,
10 the vast majority of policing interventions fall
11 within this realm; reactive, individual, general
12 approaches. Those are definitely not as
13 successful in terms of crime control or crime
14 prevention.

15 Three -- and I'm just really going to
16 simplify this just out of time. But there are
17 three generalizations that come from the matrix,
18 okay, in terms of what is effective policing. We
19 know that 78 percent of successful interventions
20 that were studied are either proactive or highly
21 proactive, and I'll get into one each one of
22 these. 65 percent of all successful interventions
23 are tailored and focused, and 67 percent of
24 successful interventions studied are those that
25 addressed problem places, and not people. Okay.

1 Why is it so important to acknowledge?
2 Because the vast majority of policing
3 interventions are reactive, general and person
4 focused. So they're the exact opposite of what
5 the research has shown us to be effective policing
6 interventions.

7 Just briefly, what do these things mean?
8 Officers are much more effective when they're
9 proactive, not reactive. Let me just give some
10 tangible examples of what this might mean. This
11 might mean -- this means using what I call the
12 golden time of patrol much more wisely. This
13 golden time is the time in between calls for
14 service. That is the gold of policing. If that's
15 reached properly, you can reduce calls for
16 service, you can reduce violent crime, you can
17 reduce both social and physical disorders in a
18 particular community.

19 So proactive is beyond -- it does not
20 mean only stop and frisk. Proactive can involve a
21 number of different interventions that have
22 nothing to do with stop and frisk. It involves
23 problem solving. It can be involving the
24 community in a particular type of time prevention
25 through environmental design approach. It can

1 involve officers doing directed patrol in a
2 particular area. It really flips traditional
3 policing on its head, just that first
4 generalization.

5 Second, officers are much more effective
6 when they tailor their actions to particular
7 problems. What this means is crime is incredibly
8 predictable. That's why we do crime analysis, to
9 understand the predictability of crime, to
10 understand crime patterns. When we look at crime
11 problems, whether it's guns, gangs, drugs, low
12 disorder, whatever, we have to tailor our
13 interventions to these specific problems and that
14 is where we reap the benefits of crime prevention
15 as opposed to a more general approach.

16 And finally, we now know that in almost
17 every city that we've studied, about 50 percent of
18 the crime -- 50 percent of violent crime occurs in
19 3 percent or less of a city's places. They've
20 done studies in Kansas City, they've done studies
21 in Minneapolis, right, Chris? We just did a study
22 in Greenville, North Carolina, a very small
23 jurisdiction in which 50 percent of the violent
24 crime is in 1 percent of the city's addresses. I
25 would suspect for Kansas City and St. Louis it's

1 probably something like 3 percent. So what I'm
2 saying is that in a few hundred addresses, that's
3 where all your violent crime is taking place and
4 that is such a powerful statement.

5 Places are six times more predictable
6 than people and they don't move. Hot spots are
7 incredibly stable over time. When you impact high
8 hot spot areas, you can impact a whole city's
9 crime rate. A good example is Seattle. I was
10 involved with a study where we looked at 14 years
11 of crime data in Seattle. The crime drop in
12 Seattle was due to a very small number of hot
13 spots that had declined in the city and that drove
14 the entire city's crime rate down, okay. A
15 powerful statement for hot spot policing that
16 Chris will go into.

17 I'd like to just finish by talking about
18 whether or not police are evidence based. I'm
19 really -- I realize I'm not going to have time for
20 my fourth question but I'm just going to briefly
21 talk about whether or not United States police are
22 evidence based. I'm putting this up just to show
23 you something I worked on with a superintendent in
24 Derbyshire, which is a large jurisdiction in the
25 United Kingdom. It's one of their 43 police

1 forces. And what he did was he took very single
2 possible patrol intervention and I mapped it into
3 the matrix. What did he find? An incredible
4 misalignment between the research and what
5 actually they were doing in terms of hours
6 spent -- boots on the ground, hours spent by
7 police officers in patrol. Almost everything was
8 focused on individuals, on reactive approaches and
9 on general approaches as opposed to sitting more
10 on the back side of the matrix.

11 There's a number of symptoms in American
12 policing that we know point to the fact that
13 police are not necessarily evidence based. An
14 incredible reliance on reactive, random beat
15 patrol. Investigations are reactive, they're case
16 by case. We have continued isolation from other
17 agencies. Problem solving is not
18 institutionalized. There's a lack of professional
19 development in this area, little infrastructure
20 research -- or support for research and analysis
21 and decision making is still -- decision making is
22 still in the experiential realm. Hunches,
23 personal experiences are much more valuable and we
24 know this from empirical research of what are
25 valued in terms of making decisions in policing.

1 Research is not valued, nor is the numbers,
2 statistics, analysis, whatever you want to include
3 under that research umbrella.

4 There's a number of possible causes for
5 this. Let me just briefly hit on a couple of
6 these. The first two are probably the most
7 important for a chief to think about. The SOPs,
8 the professional model of policing, while useful
9 in its time, has created a situation in which we
10 have a procedural-based culture in policing.

11 Everything is focused on procedures. But the
12 quality of policing, the quality of interactions
13 with people in solving problems in the community
14 are outside of those procedures. So this is
15 really something that needs to be undone in order
16 for you to implement long-term changes in thinking
17 about how to reduce crime through evidence-based
18 practices. And there's an institutionalization of
19 reactivity throughout the police organization.

20 And this is not something unique to Kansas City,
21 St. Louis. It's everywhere. It's everywhere.
22 But this works against a proactive mind-set. For
23 example, if I said to police -- and I have -- a
24 chief, before, get rid of your beat patrol, just
25 get rid of it, don't do beat patrol anymore. Take

1 on a new deployment style where it's a directed
2 patrol style where you assign people to hot spots.
3 They looked at me like I was crazy because beat
4 patrol -- and having been a beat patrol officer, I
5 mean, that's the mainstay of American policing,
6 okay. The problem with that is that it's
7 directing police to places where there is no
8 crime.

9 Other things I can talk about later.

10 The reality of the situation is that we
11 really need to figure out not only how to generate
12 supply, you could come -- academics will generate
13 supply of research, you know, forever. Frankly, I
14 don't think that's useful. We could generate a
15 lot of things for you guys. The question is how
16 does it coincide with what you need to do every
17 day, how does it translate into daily tactics and
18 strategies of the police, and how can we
19 institutionalize it into regular operations. This
20 is what we're working on now at George Mason.
21 Thinking about actual ways we can implement
22 research into practice.

23 You can go online, there's a number of
24 things that explain this but what I want to focus
25 on here is the fact that we have to focus on the

1 everyday systems of policing. This is not a
2 specialized program to reduce violence in the City
3 of Kansas City. We're not talking about needing
4 grant money, although it's very helpful to get
5 grant money to reduce crime, right. I'm talking
6 about just everyday adjustments to training,
7 academy, field training, patrol, investigations,
8 promotions and assessment, even adjusting COMSTAT.
9 Even adjusting management and leadership
10 approaches and these kinds of managerial meetings
11 because -- and I have some suggestions about that,
12 too. I don't think just holding accountable to
13 numbers is enough to move towards a more
14 intelligent, thoughtful police agency. One that
15 officers will learn to love again, their
16 profession.

17 I guess I want to leave you with two
18 slides on some ideas and then I'll turn the podium
19 over to my colleague. The two slides really are
20 just a hodgepodge of ideas that try to capture
21 what I think are some of the most important
22 infrastructure changes in policing that need to
23 happen in order for this long-term type of reform
24 to take place.

25 First is a mentality. There is a

1 mentality that is very anti-research,
2 anti-science, anti-education in many police
3 agencies. This is something that we have to
4 overcome right now. Experience is very important
5 but so is outside knowledge and this really takes
6 the commitment of leadership to say, look, science
7 is not nerdy, science is important to better
8 understanding how we can deal with this violent
9 crime problem.

10 Second, we've got to reduce random beat
11 patrol emphasizing the golden time of policing.
12 That gold in between calls for service is the most
13 important time in policing, hands down, in terms
14 of reducing crime. We can no longer arrest our
15 way out of crime, nor can we answer calls for
16 service our way out of crime.

17 Third, we've got to institutionalize and
18 understand the use of crime analysis. And I think
19 this is my second note here, invest in crime
20 analysis. Crime analysis remains one of the most
21 underfunded portions of the police agency. It
22 should be doubled or tripled. Every time I see
23 the number of crime analysis, I'm always amazed by
24 it simply because right now crime analysis is by
25 far the only way police agencies can figure out

1 the nature of crime in a more scientific manner.
2 And I would also argue that they are the next
3 stage of evaluators for police agencies. You
4 don't need to spend half a million dollars on
5 someone from George Mason to come and evaluate
6 something in your agency. You have the tools to
7 do it inside of your agency if you have a good
8 crime analysis unit.

9 When Chris and I were advising a number
10 of academies that we worked with on the matrix
11 demonstration we realized there was no part of the
12 academy that taught what police strategies work to
13 reduce crime. Indeed, when I first entered the
14 Baltimore city police academy we were given a
15 Standard Operating Procedures book and there was
16 nothing in that book about how to reduce crime.
17 It was about procedures, how to submit evidence,
18 how to shine my shoes properly, all the way to
19 what my days off would be but nothing in there
20 about how to prevent crime. How to do these types
21 of evidence-based approaches.

22 This point is very much like the first
23 one. We've got to appreciate innovation,
24 creativity and dynamic learning. The COMSTAT
25 process folks have asked me what's the next stage

1 of COMSTAT and my response is always the same;
2 convert it into a forum by which commanders can
3 have a dynamic interaction with each other. It's
4 their education period of time. They don't often
5 get a time to go for in-service or they're not
6 getting specialized training. That is the time
7 when they can learn about different types of
8 evaluations about policing or -- or the new
9 information on shift work or what have you.

10 Reassess knowledge requirements for
11 promotions. Do what you -- focus on the things
12 that police care about. Officers care about
13 promotions. Sergeants care about promotions,
14 right, and building this type of knowledge,
15 building this kind of acceptance of science and
16 scientific processes into promotions is really
17 fundamental in this area.

18 I think I'm missing -- okay. There we go
19 on. And finally, just a number of different --
20 further ideas. Accountability systems have to
21 have scientific processes built into them, in
22 terms of measuring outcomes. I think Deputy Chief
23 Starbuck talked about this. Measuring actual
24 outcomes and seeing if they're connected to the
25 interventions that you are implementing. The only

1 way to do that is through science using either
2 experimentation, randomized experimentation or
3 some form of statistical analysis to help you
4 better link in a causal way what you did to the
5 actual reduction of crime.

6 Filter technological adoptions through
7 crime prevention evidence, not efficiency
8 assessments. A lot of work Chris and I do now is
9 technology, evaluating the impact of technology on
10 impacting crime. And most of the impact studies
11 are about is it faster, does it help an officer do
12 something faster. And even if something helps an
13 officer do something faster, it may have no impact
14 on crime whatsoever. Or to their -- their
15 satisfaction.

16 Mayors, council members, and citizens
17 also have to learn about this approach. This
18 is -- and I struggle even just to talk to you in
19 45 minutes about this because this approach is so
20 ingrained with detail and information. It's a
21 philosophy of governance that really cannot be
22 done with the police chief alone. It has to
23 involve mayors and city councils understanding why
24 using outside information is so important, why the
25 police is changing to a different approach.

1 And finally, adjusting COMSTAT meetings
2 to be more dynamic in nature.

3 I've got a lot more ideas but these are
4 just a few I tried to write down. Happy to answer
5 any question at the breaks but I'd like to turn
6 the podium over to Dr. Chris Koper who is going to
7 talk about hot spots, very specific portion of the
8 matrix on hot spots policing and preventative
9 measures for violence. Chris.

10 (applause)

11 ATTORNEY GENERAL KOSTER:

12 Christopher Koper is an associate professor and
13 senior fellow of the Center for Evidence-Based
14 Crime Policy at George Mason University. Dr.
15 Koper was formerly the Director of Research for
16 the Police Executive Research Forum in Washington,
17 D.C. He has researched and published in the areas
18 of firearms, policing, federal crime prevention
19 efforts, and juvenile delinquency. Dr. Koper's
20 work on hot spot policing led to the Koper curve
21 principle that indicates that police can optimize
22 patrols by having officers make periodic stops in
23 hot spots for short periods of time, typically 12
24 to 16 minutes.

25 Doctor, welcome. Thank you for coming.

1 DR. CHRIS KOPER: Thank you very
2 much and thank you again for the invitation to be
3 here today. Over the years I've had the
4 opportunity to do work in both St. Louis and
5 Kansas City so it's good to be here today to
6 contribute to your summit.

7 As a compliment to Cynthia's presentation
8 on concepts of evidence-based policing, I want to
9 go into a little bit more detail on some of the
10 specific leading strategies that fall under the
11 realm of evidence-based policing and talk about
12 some of the basic research and the evaluation
13 research in support of those strategies.

14 Cynthia mentioned in general we can
15 characterize evidence-based policing as police
16 strategies based on sound data analysis and, where
17 available, evaluation research on what works in
18 reducing crime and dealing with other issues of
19 concern to the police.

20 And as Cynthia mentioned, the general
21 findings from research on crime control
22 effectiveness suggests that police are more
23 effective when they have strategies that are more
24 proactive, when they're more focused and tailored
25 to specific types of crime and criminals and

1 places. We also see evidence that multifaceted
2 approaches are more effective than approaches
3 based on just traditional enforcement-oriented
4 responses.

5 So the strategies that I would like to
6 highlight in particular, three groups of
7 strategies, include police strategies focused on
8 high risk places, what we generally refer to as
9 hot spots policing. Secondly, strategies focused
10 on high risk groups. And here I'm particularly
11 going to focus on a pretty well-known strategy
12 that's often referred to as the pulling levers or
13 focused deterrence strategy.

14 And I also want to talk about what we
15 call problem-oriented policing which is really
16 kind of a strategic approach that says that police
17 should do a careful, in-depth analysis of crime
18 problems and the causes behind those problems and
19 that they should try to develop tailored solutions
20 to address those problems that use both
21 traditional enforcement-oriented approaches as
22 well as nontraditional prevention-oriented
23 approaches. And then they should also have a
24 commitment to assessing the results and modifying
25 strategies as needed. So in general,

1 problem-oriented policing is consistent with the
2 philosophy of evidence-based policing.

3 As a practical matter, when police do
4 problem-oriented policing they're often applying
5 it to hot spot places and dealing with high risk
6 groups so I'll discuss problem-oriented policing
7 kind of throughout -- throughout the discussion.

8 So I'll start off with police strategies
9 focused on high-risk places, what we call hot
10 spots policing. I think it's a term that's
11 probably familiar to many of you, although you may
12 not understand necessarily all the nuances of it.
13 Hot spots policing refers to police interventions
14 focused on very small areas or very specific
15 places where crime is concentrated. Now, there's
16 no universally-accepted definition of the term
17 "hot spots" so in practice sometimes the term is
18 used a bit loosely and people might use to it
19 refer to high-crime neighborhoods or police
20 districts or patrol beats but what research has
21 shown us over the years is that even within these
22 high-crime areas crime tends to be further
23 clustered in very specific addresses,
24 intersections, street blocks and clusters of
25 blocks. As Cynthia mentioned, research in a

1 number of cities has shown that about half of the
2 crime occurs typically at 5 percent or less of the
3 street segments and addresses within the city. So
4 we often refer to these places as micro hot spots,
5 micro places. And the places tend to be very
6 stable over time so year after year it's the same
7 places generating many of these problems and they
8 can also have a big influence on a jurisdiction's
9 crime trends.

10 These locations tend to be nodes for
11 various business, leisure and travel activities in
12 the language of what we call routine activities
13 theory. They are places that bring together
14 motivated offenders, suitable targets and an
15 absence of capable guardians. They tend to be
16 places that have facilities and features that
17 create criminal opportunities and criminogenic
18 conditions. Some examples include places where
19 you find things like bars, convenience stores,
20 parks, apartment buildings, nightclubs and the
21 like and so they're probably very familiar to most
22 officers patrolling on the streets.

23 Now, police can arguably be more
24 effective and more efficient in a variety of ways
25 by focusing their efforts on these locations. For

1 one, they're concentrating on the places where
2 crime is most likely to occur. They can also
3 arguably generate a more visible presence and have
4 greater perceptual effects in small spaces of
5 micro hot spots than over larger areas like patrol
6 beats and neighborhoods. And when you focus on
7 these very specific places it may be easier to
8 identify and change some of the underlying
9 problems that contribute to crime at those
10 particular locations using techniques like
11 situational crime prevention or working with what
12 we call place managers. Those would be like
13 business owners, apartment complex managers and
14 the like. Certainly there are many societal
15 forces that contribute to crime that are very
16 difficult for police and other criminal justice
17 practitioners to change. Things like poverty and
18 unemployment and family disruption, but when
19 you're focusing on micro hot spots you can
20 identify much more tangible causes that contribute
21 to crime at those particular locations and at
22 certain particular times.

23 There have been a number of research
24 studies now showing in general that hot spots
25 policing is effective. Here you see results from

1 one recent review of 19 different studies on hot
2 spot policing in which police focused on a variety
3 of different patrol, enforcement crackdown and
4 problem-solving efforts on micro hot spots. You
5 can see they achieved reductions or at least some
6 evidence of reductions in crime and disorder in 20
7 of 25 tests across those studies. And what they
8 generally find in these studies is that when you
9 do hot spots policing you can reduce crime at
10 those particular hot spots and often in areas
11 immediately surrounding the hot spot. In fact,
12 that's more likely than simply having crime
13 displaced to areas immediately surrounding the hot
14 spots.

15 Now, of course, crime displacement can be
16 a concern with hot spots policing. It's hard to
17 rule out that it's hard to say that none happens
18 but keep in mind that hot spots are places that
19 have certain features that are conducive to
20 criminal offending. So for offending to be
21 displaced elsewhere the offenders have to find
22 other places that have suitable features and they
23 have places where they're comfortable going and
24 committing their offenses. So there are a number
25 of reasons for believing that even if crime

1 displacement does occur to some degree, it is not
2 going to be complete by any means.

3 So in general we have a good deal of
4 evidence that hot spots policing works. What I
5 want to talk about now is illustrating some of the
6 ways that police can use hot spots policing in
7 their everyday patrol and other operations. I'm
8 going to focus on the use of hot spots policing in
9 everyday patrol and I'm going to focus on the use
10 of more intensive, in-depth problem solving to
11 address crime hot spots.

12 The first study to illustrate the use of
13 hot spots policing in daily patrol was a study
14 that was done many years ago in Minneapolis and
15 the police in that city worked with a team of
16 researchers to identify 110 different micro hot
17 spots. These were very small clusters of high
18 crime addresses. And over a one-year period they
19 randomly assigned 55 of these locations, half of
20 them, to receive enhanced patrol. And so,
21 officers were assigned to these locations and they
22 were told to spend as much time as they could at
23 these places in between calls for service. So
24 this amounted to an intensified but intermittent
25 patrol at these locations. And over the course of

1 the year officers often would get in maybe an
2 additional two hours or so of patrol per day at
3 those locations.

4 Now, as expected, this did help to reduce
5 crime and disorder at those locations. This chart
6 shows changes in total calls for service, calls
7 about soft crime and disorderly behavior, as well
8 as changes in hard crime. These would be
9 predatory offenses like burglary, robbery, assault
10 and the like. And you see this for the
11 experimental locations that got the additional
12 patrols, those are marked by the red bars. And
13 you can see that compared to the control
14 locations. These were the other 55 hot spots that
15 didn't get any additional patrol. As you can see,
16 during this time in general total calls for
17 service and calls about soft crime were generally
18 rising throughout the hot spots but they rose by
19 much less in the places that were getting the
20 intensified patrols. As you can see also, hard
21 crime went down in the locations that were getting
22 the additional patrols while remaining unchanged
23 in the control spots.

24 Well, I later did another study based on
25 the Minneapolis data to determine if there was an

1 optimal length of time for police to spend at a
2 hot spot when they were doing patrols at these
3 locations. Of course, as a practical matter you
4 have to remember police have to spread their
5 resources across lots of different hot spots so it
6 may not be practical to have officers just sitting
7 at a small number of locations for extended
8 periods of time. So I wanted to see if there were
9 ways that we could help police maximize their
10 effectiveness and their efficiency incorporating
11 hot spots into daily patrol.

12 To do that I did an analysis of roughly
13 17,000 different drive-bys and patrol stops at the
14 hot spots in Minneapolis and I looked at crime and
15 disorderly behavior that occurred after police
16 left the hot spot. Basically, I wanted to see if
17 longer police stops at these locations, stronger
18 dosages, if you will, would reduce the likelihood
19 of crime and disorder happening after the police
20 left. At the same time, I also wanted to see if
21 there was a point of diminishing returns, a point
22 where it was really kind of overkill for the
23 police to stay at the hot spot much longer. So
24 was there kind of an ideal length of time for
25 police to stop at these locations to potentially

1 drive away troublesome persons and deter other bad
2 behavior and how could they do that without
3 expending -- spending excessive amounts of time at
4 those locations.

5 What I found can be represented in this
6 graphic where along the bottom the horizontal axis
7 represents the length of the police stop. I
8 looked at police drive-bys and police stops of up
9 to 20 minutes in length at the hot spots. And the
10 vertical axis represents the effects on crime and
11 disorder. Essentially, a higher number was a
12 larger effect. And what I found is that in
13 general when police did stay at a hot spot for a
14 longer period of time, they did have a greater
15 affect on crime and disorder but I found that that
16 affect leveled off if police stayed at the hot
17 spot for much longer than 15 minutes. So it
18 seemed that the effects on crime and disorder one
19 maximized by staying at the hot spots for roughly
20 14 to 16 minutes.

21 Now, over the years my colleagues have
22 begun referring to that as the Koper curve. So
23 when you hear that expression, Koper curve or
24 Koper hot spots patrol or Koper minutes at hot
25 spots, this is really what they're referring to.

1 And I always feel like I should state for the
2 record, no, I did not name that after myself, but
3 it was my colleagues that came up with that and it
4 seemed to have stuck. And I do know a number of
5 police departments here and abroad that are
6 vaguely aware of it and try it out in practice.

7 To give you a further sense of what this
8 means, this chart shows the likelihood of some
9 kind of criminal or disorderly behavior occurring
10 within 30 minutes of the police leaving a hot spot
11 in Minneapolis and this is contrasted, for
12 instance, where they drove by -- drove through the
13 hot spots and instances where they stayed for 11
14 to 15 minutes. If they simply drove through hot
15 spots there was a 16 percent chance of some sort
16 of crime or disorderly behavior occurring within
17 30 minutes. That was reduced to about 4 percent
18 if they stayed there for 11 to 15 minutes. So you
19 essentially have a 75 percent reduction in the
20 likelihood of some kind of short-term misbehavior
21 at the location.

22 So the implications of this is police can
23 potentially maximize the deterrent effects of
24 patrol by making proactive 10- to 15-minute stops
25 at their hot spots on some kind of a random

1 intermittent basis throughout their patrol shifts
2 and they try to do this in a way that's not very
3 predictable and it keeps offenders guessing.
4 Again, this gets back to what Cynthia mentioned
5 about using the golden time, time in between calls
6 for service. And this gives us a way to kind of
7 reorient everyday patrol operations around hot
8 spots.

9 Now, as an illustration of this, I want
10 to talk about a study that was recently done in
11 Sacramento, California, where they actually tried
12 this. And for a 90-day experiment that they ran
13 they assigned officers to conduct roughly 12- to
14 15-minute -- 12- to 16-minute stops at assigned
15 hot spots and they asked them try to do this
16 roughly every two hours. So they would get to
17 these locations on average three or four times a
18 day. This was done by normal patrols so there was
19 no use of overtime funds, no use of special units
20 to do it. They just tried to incorporate it into
21 everyday patrol. And they did this at 21
22 experimental locations and they compared what
23 happened at those 21 locations to what happened at
24 21 other hot spots where they did not do these
25 extra patrol stops. And again, they found very

1 positive results from this. They were able to
2 reduce calls for service by roughly around 10 to
3 11 percent in the experimental hot spots. Those
4 are marked by the red bars. They also reduced
5 part one crime by roughly a quarter in those
6 locations. Meanwhile, crime was going up in the
7 other places that were not getting the additional
8 patrols. So this really kind of demonstrates how
9 police can incorporate micro hot spots policing
10 into their everyday patrol operations to maximize
11 potentially their effectiveness and efficiency.

12 Now, having discussed that I also wanted
13 to illustrate the importance of doing in-depth
14 problem solving interventions at crime hot spots,
15 and I want to talk about that by illustrating
16 results from a study that I and other colleagues
17 did with the Jacksonville, Florida sheriff's
18 office a few years ago in which we were testing
19 problem solving and directed patrol approaches at
20 hot spots of violent crime in that city. And
21 working with their crime analysts we identified 83
22 violent crime hot spots that we assigned to one of
23 three conditions for a 9-day period in 2009.
24 These are very small, well-defined, essentially
25 clusters of high crime blocks. These places

1 averaged about 0.3 square miles in size I think it
2 was. 22 of them were assigned to a
3 problem-oriented policing intervention. 21 is
4 what we were calling a saturation directed patrol
5 condition, and then 40 served as control hot spots
6 where police did normal operations at those
7 locations.

8 The problem-oriented policing
9 intervention involved assigning teams of officers
10 and crime analysts to each of these spots.
11 Overall Jacksonville assigned 60 officers and 4
12 crime analysts to the 22 problem solving hot
13 spots. They had people working these locations
14 every day so it was short term but a very
15 intensive operation. They were trained in
16 problem-oriented policing and also in the
17 principles of intelligence-led policing. And they
18 were given the responsibility for addressing the
19 underlying problems at these locations that were
20 contributing to crime and to try to come up with
21 innovative solutions, both enforcement and
22 prevention-oriented solutions, to try to deal with
23 these problems and to pull in other government
24 agencies and community partners where possible.

25 Officers engaged in a wide variety of

1 problem-solving activities at these locations. As
2 you can see here, a great many of them fall into
3 the category of situational crime prevention.
4 This would involve things like improving lighting
5 in certain spots, improving building security in
6 someplaces, maybe setting up traffic barriers to
7 redirect traffic, things of that sort. Other
8 sorts of strategies they implemented included
9 trying to improve social services at the
10 locations, making esthetic improvements in the
11 appearance of the area using code enforcement and
12 nuisance abatement, community organizing work.
13 Sometimes they did targeted investigation and
14 enforcement investigation directed at certain bad
15 actors who might have been driving crime problems
16 in these locations. Also worked with business
17 managers and rental property managers as well. So
18 overall they engaged in like roughly 280 different
19 types of problem-solving activities across all of
20 these locations.

21 Now, the directed patrol intervention
22 involved essentially assigning officers to
23 intensively patrol some of these hot spots during
24 high risk times as determined by the crime
25 analysis unit. They were not using 15-minute

1 stops for this. It was a more intensive form of
2 patrol where the officers were working these areas
3 from anywhere to half an hour to several hours at
4 a time, engaging in a lot more field interviews,
5 traffic stops and the like.

6 Well, in summary we looked at crime
7 during the 90 days of the intervention and the 90
8 days following the intervention and what we found
9 were indications that the intensive patrols did
10 help to reduce crime during the time that they
11 were in effect. Results were not entirely
12 conclusive but they seem to have reduced crime in
13 those locations during the intervention but those
14 affects decay very quickly.

15 Now, on the other hand, when we looked at
16 the problem-solving hot spots we found that
17 violence went down by a third in those locations
18 and this was obvious in the 90 days following the
19 interventions. So once officers had time to
20 diagnose problems at these locations and put
21 solutions in place, they began to get the desired
22 effects which in principle may have lasted well
23 beyond our study period. So you got larger and
24 more long-lasting effects from the problem solving
25 at hot spots.

1 We've done some preliminary analysis
2 suggesting that some of the more potent
3 problem-solving activities may have included
4 things like nuisance abatement, code enforcement,
5 targeted investigations and situational crime
6 prevention measures.

7 And just as a follow-up to this, the
8 Jacksonville sheriff's office was very pleased
9 with these results and they continued to use this
10 strategy. They now have a 40-man unit that does
11 this type of problem solving on a regular basis on
12 crime hot spots around the city. So I think it
13 underscores the importance of using both patrol
14 and problem solving in trying to attack crime hot
15 spots.

16 Now, for agencies that are interested in
17 trying to institutionalize problem solving at hot
18 spots I thought I would mention that Cynthia and I
19 have a tool that we've developed that we call Case
20 of Places, and essentially it's a tool to help
21 police to better understand and track crime
22 problems at crime hot spots. So it's a tool for
23 developing better information on the crime
24 pattern, the crime history of these locations,
25 better understanding the actors involved, both the

1 problem actors as well as potential allies and
2 guardians, the business managers, property
3 managers and so forth in the location. It's also
4 designed to help you understand the social and
5 physical features that might contribute to crime
6 at those locations, and to help officers in
7 developing interventions and then tracking the
8 impacts of those interventions at the locations.
9 Basically, it's a tool to create a better
10 institutional record or memory on problem places.
11 Police agencies do a good job on keeping data on
12 incidents and keeping data on people. They don't
13 do as good a job of tracking problem places over
14 time so that's what this is intended to do. The
15 tool is -- the website for it is listed at the
16 bottom there. And we called it Case of Places
17 because it's modeled after a traditional
18 detective's case folder. So detectives have a
19 case folder that they'll have information on an
20 incident or certain actors. And we said let's
21 take that concept and have a case folder on a
22 place. So we came up with Case of Places which we
23 thought might have a cache with some police
24 officers. We'll see.

25 Finally, this is a final note about

1 implementing hot spots policing. If you want to
2 do this well in my view, here are the things you
3 need to do. You need geographic crime analysis
4 based on both recent and long-term crime patterns.
5 I think in practice when agencies do hot spots
6 policing they tend to react to short-term crime
7 spikes, and certainly you need to do that but
8 there's value in studying these long-term patterns
9 as well because, again, you have these chronic
10 places that really drive a lot of the crime in a
11 jurisdiction.

12 Again, you should try to reorient your
13 everyday patrol operations to hot spots. Make
14 officers aware of the problem blocks,
15 intersections and micro places within their patrol
16 areas that generate the most problems and get them
17 in the practice of going to those places on a
18 regular basis. If they visit those places their
19 presence there may help to deter a lot of
20 offending and I think the officers will get to
21 know those places and problems and people at those
22 places a lot better which could facilitate
23 long-term informal social control and problem
24 solving.

25 Also, compliment patrol operations in

1 potentially larger and longer-term crime reduction
2 effects. And things about both short-term
3 enforcement-oriented and long-term
4 prevention-oriented measures that you can take at
5 those locations.

6 And then finally, police agencies also I
7 think need to think about how they can collect
8 better data on places over time using a tool like
9 Case of Places.

10 Now, at this point I'd like to shift over
11 into talking about strategies focused on high-risk
12 groups and I'll particularly emphasize strategies
13 to reduce violence and to reduce gun violence by
14 focusing on high-risk groups because a lot of the
15 good research in this area has focused on that
16 issue.

17 Now, we can begin by noting that we know
18 that the risks of being involved in violent
19 offending both as an offender and as a victim are
20 not equally distributed throughout society. Of
21 course, we know certain groups are at higher risk
22 of this. Risks for being involved in violence
23 tends to be higher for males, for young people,
24 for non-whites, more generally for people living
25 in socially-disadvantaged, high-crime areas.

1 But we can also target our efforts more
2 specifically. There have been a lot of research
3 studies showing that many people that are involved
4 in serious violence, both as offenders and as
5 victims, have prior criminal histories. Often
6 very substantial ones. So put another way, people
7 who are involved in criminality and deviant
8 life-styles tend to be at much higher risk of
9 involvement in violence.

10 There are a number of different studies
11 showing this. I've just illustrated a few here.
12 There was a study of Illinois homicide offenders
13 in 2001, for example, that showed most of them
14 have prior arrest records. As you can see, many
15 of them have priors for violent arrests, felony
16 convictions and the like.

17 Also, another example, there was a study
18 that was done of youth homicides in Boston in the
19 early 1990s. And as you can see there, the vast
20 majority of both the victims and offenders had
21 prior involvement in the justice system, prior
22 arraignments, many of them have previously been on
23 probation. A number of them, considerable number,
24 were on probation at the time that these incidents
25 happened. They also found that most of the youth

1 violence, youth homicides in Boston were linked to
2 youth who were linked to problem groups, to
3 high-risk, loosely-defined violent gangs. These
4 youth only constituted about 1 percent of all the
5 youth in the city but they accounted for
6 60 percent of the -- of the youth homicides in the
7 city.

8 So the practical implication of this is
9 that the risks of violence are concentrated in a
10 fairly small share of the population and so we can
11 try to target them with various suppression,
12 investigative and prevention approaches. So an
13 example might be through intervention where we
14 have to target violent gangs. I'll talk about one
15 of those in particular in a moment. Other
16 examples include enhanced monitoring of high-risk
17 probationers and parolees, for example, through
18 police probation teams.

19 Police agencies and their partners can
20 take other interventions also to target known
21 offenders. For example, in Baltimore they have a
22 thing called Gun Offender Registry. So they keep
23 a registry of all the gun offenders and they make
24 sure that patrol officers know who the gun
25 offenders are on their beats and they make sure

1 that the patrol officers keep an eye on these
2 people regularly.

3 High-risk offenders can also be targeted
4 or prioritized in fugitive apprehension efforts
5 and post-arrest case enhancement for prosecutors.

6 Another example, police can try to find
7 ways of targeting gun possession among youth. For
8 example, in St. Louis many years ago they had
9 consent to search programs. The consent to search
10 program dealt with juveniles that were thought to
11 possess firearms. Police would go to the homes of
12 those youth and they would ask for permission to
13 search for the firearm not for the purpose of
14 arresting the youth, but really just disarming the
15 youth and they had success with this. They were
16 able to recover a few hundred guns from high-risk
17 youth over a number of years that that was in
18 operation.

19 One approach that I particularly want to
20 highlight is one that's often referred to as the
21 pulling levers or focused deterrence strategy.
22 This was a strategy that was started back in
23 Boston in the late 1990s through a program that
24 was called Operation Ceasefire.

25 Just a note on that title, there are lots

1 of different places around the country that have
2 adopted that name, the name ceasefire, but those
3 programs can be very different in different
4 localities. So be careful what you infer when you
5 hear that label. I'm specifically talking about
6 the Boston model of Operation Ceasefire.

7 Essentially this was an interagency
8 crackdown on violent gangs that were driving the
9 cycle of youth violence in Boston at that time.
10 In the broadest sense it was a collaborative
11 problem-solving effort that brought together
12 officials from a number of different
13 organizations. You had local police, federal law
14 enforcement officers, state prosecutors, federal
15 prosecutors, probation and parole authorities,
16 social service providers, other government
17 agencies, researchers. Also, people from
18 different community groups like the clergy who
19 were working together to coordinate their efforts
20 and focus them on these high-risk groups.

21 And one of the key parts of the
22 intervention was that they warned these targeted
23 groups through both direct face-to-face meetings
24 and other indirect channels that any further
25 violence by anyone involved in these groups would

1 be met with very intensified crackdowns on the
2 entire gang. So this would include additional
3 intensified patrols in their areas, a lot more
4 tougher terms of probation and parole and police
5 checks done with probation and parole officers.
6 Targeted investigations and wherever possible
7 referrals to federal prosecution. At the same
8 time they also tried to make various social
9 services available to the youth. Things like
10 employment services, drug treatment help and the
11 like. And it was very successful in Boston. It
12 reduced youth homicide 63 percent. Other measures
13 of gun assaults and gun crime also went down
14 substantially as well.

15 This approach over the years has come to
16 be known as the pulling levers or the focused
17 deterrence strategy. And the pulling levers label
18 is a reference to the fact that authorities pulled
19 all available levers so to speak in trying to gain
20 compliance among the targeted groups. And it's
21 become a blueprint for many local and national
22 efforts around the country and in particular it's
23 become a cornerstone of the Project Safe
24 Neighborhoods which is a federal program done by
25 U.S. Attorneys around the country to try to reduce

1 gun violence.

2 And these really are the key elements of
3 this strategy. Once again, in the broadest sense,
4 it's a multi-agency problem-solving, collaborative
5 effort to reduce violence. We call it focused
6 deterrence because it's very targeted on the
7 highest risk groups. Usually when they start
8 these interventions they begin with a very
9 in-depth analysis of the violence problem in their
10 jurisdiction to gain a handle on it.

11 In someplaces they've done this by
12 targeting violent groups throughout the
13 jurisdiction. In other places in really large
14 cities like Chicago and Los Angeles they've first
15 focused on a particular area of the city and then
16 looked more in-depth at the dynamics of the
17 violence within that particular area, but in those
18 regards it tends to be focused.

19 Communication of the strategy has also
20 been very important and they developed what I
21 thought was a very ingenious technique in Boston
22 that they refer to as notification meetings. And
23 these are basically face-to-face meetings between
24 targeted groups and a panel of law enforcement
25 officials. You could have local police and state

1 prosecutors, federal law enforcement and federal
2 prosecutors, probation and parole authorities.
3 You'll have other social service providers as
4 well. And so, they communicate very directly to
5 these groups what the response will be to any
6 further violence on the part of these groups. Or
7 if it's another type of behavior they're trying to
8 deter, what the response will be to that behavior.
9 So they make the sanctioned risks very, very clear
10 to them and they explain the risks for having
11 federal prosecution as well, which is also very
12 important in this.

13 They communicate that very directly.
14 They typically will bring in people affiliated
15 with these groups who are on probation or parole
16 or who might be inmates in local jails or prisons.
17 Of course, they can force those people to come to
18 the meeting. They've also been pretty clever
19 about finding ways to get other gang members at
20 large in the community to also come in to these
21 meetings as well. So they communicate that very
22 directly to them.

23 At the same time they are trying to break
24 down any sense of anonymity that these offenders
25 have. Any sense that they're anonymous to law

1 enforcement, that they can fly under the radar.
2 They make it very clear that they're well-known to
3 law enforcement officials and that law enforcement
4 can crack down on them any time that's necessary.

5 They also try to stress group
6 accountability. So if anyone in this group
7 engages in further violence it would bring a
8 coordinated crackdown on the entire group and try
9 to get them to spread this message through the
10 social networks.

11 But at the same time they also try to
12 make positive alternatives available to them.
13 Again, they emphasize different social services
14 that they can take advantage of. And they try to
15 instill a sense that -- instill a sense of
16 procedural justice, that they are, you know, being
17 fair in some ways to these youth. We're not just
18 coming down on you now, we're just telling you
19 what conduct will be unacceptable from here on
20 out, what will happen because of that. We want to
21 give you a chance to take advantage of these other
22 alternatives and make them feel that, you know,
23 they've been treated at least somewhat fairly and
24 they've been warned.

25 And the threat of federal prosecution is

1 also a very important part of this intervention.
2 I think as many of you probably know, federal
3 penalties, especially for things like illegal gun
4 possession and illegal gun carrying, are often
5 much more severe in the federal system than in the
6 state systems and that's I think been a very
7 important part of this approach.

8 As I mentioned, in Boston they had a good
9 deal of success with this approach in reducing gun
10 violence. As I mentioned, this approach has been
11 adopted by a number of different jurisdictions
12 around the country often through Project Safe
13 Neighborhoods. As you can see here, there's been
14 a great deal of success with this program in
15 reducing violence and gun violence in a lot of the
16 different cities around the country, including
17 places like Indianapolis, Stockton, California,
18 Lowell, Massachusetts, Chicago; Los Angeles,
19 Cincinnati. There are others as well, this is not
20 a comprehensive list, but as you can see, they've
21 gotten some fairly impressive results.

22 Also, more recently a number of agencies
23 have been using this approach to attack drug
24 markets through a project called DMI, or the Drug
25 Market Initiative. It's a project that's

1 sponsored by the Federal Bureau of Justice
2 Assistance. Here you can see some results at the
3 bottom of the table for Nashville and Rockford,
4 Illinois. But if you hear about that label, if
5 you hear about DMI, the Drug Market Initiative,
6 it's potentially pulling levers on drug markets to
7 try to reduce drug crime at those locations.

8 So overall there can be certainly
9 difficulties in launching and sustaining these
10 sorts of multi-agency collaborations but I think
11 they are effective when they implemented well and
12 I think pulling levers, focused deterrence is
13 really kind of the state of the art of doing this
14 type of strategy.

15 Before concluding I also wanted to note
16 that there are other examples out there of what we
17 call comprehensive initiatives. These are
18 multi-agency problem-solving efforts that involve
19 a variety of prevention and enforcement
20 components. Again, pulling levers is a leading
21 example but as just one other example I wanted to
22 point to a project that I was involved in in
23 St. Louis just a few years ago with Chief Dotson
24 and former Chief Dan Isom. And this was a
25 comprehensive program that was targeted on one of

1 their very violent neighborhoods in that city, the
2 Wells-Goodfellow neighborhood. It was a program
3 that involved enforcement, prosecution and
4 prevention components, all of which were
5 coordinated by a multi-agency working group. So
6 in this working group you had the police
7 department, you had ATF, probation and parole,
8 state and federal prosecutors, the mayor's office,
9 other government agencies and city officials and
10 community groups as well who, again, were kind of
11 working together to try to analyze and deal with
12 the particular problems in this area.

13 This intervention involved intensive
14 enforcement and prosecution with a lot of emphasis
15 on guns and drugs in particular. They had a joint
16 police probation program to supervise high-risk
17 probationers in the neighborhood. They did a
18 variety of different community repairs and
19 community cleanup activities. A lot of these kind
20 of fit with the notion of situational crime
21 prevention. They stepped up nuisance abatement
22 efforts to deal with problem properties in this
23 neighborhood. And there were a lot of vacant
24 properties that had to be dealt with. And then
25 they tried also to do different community events

1 like job fairs to try to create a better feeling
2 of community and ownership over the area among
3 neighborhood residents.

4 And our evaluation of the program
5 suggested that it did fairly well. Violence went
6 down modestly in the target neighborhood but when
7 we compared what happened in that area to what
8 happened in other similar comparison areas around
9 the country, the analysis suggested that it was
10 fairly successful in reducing violence and gun
11 violence. This chart shows kind of the impacts of
12 the program by month. It was mostly running from
13 September -- excuse me, April through September of
14 2008 with some activities going beyond that. This
15 chart shows that relative to these comparison
16 areas, violence and gun violence were down just
17 about every month that the program was in
18 operation. So I just wanted to offer that as
19 another example of comprehensive multi-agency
20 problem-solving approaches.

21 So just to summarize and to wrap-up,
22 again, I've tried to emphasize three -- what I
23 think are the three main pillars of evidence-based
24 policing. These are certainly not the only
25 strategies that work but I think these are some of

1 the leading examples supported by the most
2 research evidence. Again, hot spots policing, you
3 know, focusing patrol and problem-solving
4 activities on micro places that create a lot of
5 your crime. Focusing on high-risk groups,
6 illustrated pulling levers and focused deterrence
7 is a leading example of that. And more generally,
8 the philosophy of problem-oriented policing, and
9 really studying and analyzing crime problems and
10 their causes and trying to develop multifaceted
11 tailored solutions to those particular problems.
12 These I think are leading examples of
13 evidence-based policing and supported by a good
14 deal of research.

15 And finally, if any of you are interested
16 in contacting me, there's my contact information.
17 And again, thank you for the invitation to be here
18 today.

19 (applause)

20 ATTORNEY GENERAL KOSTER: Thank
21 you very much, Dr. Koper.

22 Dr. Lum and Dr. Koper, would you like to
23 conduct the Q and A from the table?

24 Thank you again for the two excellent
25 presentations.

1 DR. CYNTHIA LUM: Just a minute,
2 the website up here has now changed to
3 www.cepcp.org.

4 ATTORNEY GENERAL KOSTER: You want
5 to repeat that again, Dr. Lum?

6 DR. CYNTHIA LUM: Sure. It's
7 www.cebcpc, Charlie Edward boy Charlie Paul, .org.
8 And that's where you can find all of this
9 information you've heard, as well as for the
10 police officers in the room, there's free
11 training. There's a whole slew of training on our
12 YouTube site on all of these issues.

13 ATTORNEY GENERAL KOSTER: If I
14 could start out with a layman's question that is
15 probably going to have layman written all over it.

16 DR. CYNTHIA LUM: That's okay.

17 ATTORNEY GENERAL KOSTER: I am
18 half -- I am embarrassed to ask. But as I was
19 listening to both of your presentations,
20 everything from stop, question and frisk to hot
21 spot policing to notification meetings, which I
22 thought was a fascinating concept but in
23 particular notification meetings is what tripped
24 this trigger in my mind. It's -- it's intensive
25 we are watching, we-are-watching-you interaction,

1 and that we-are-watching-you-type interaction, for
2 lack of a more descriptive term, has a real affect
3 in down -- creating downward pressure on -- on
4 criminal issues. So here's the silly idea. The
5 City of St. Louis has 320,000 people in it
6 approximately. 5 percent of the City of St. Louis
7 is 15,000 people, if my math is right. There are
8 1,300 police officers. What would happen -- I
9 mean, what do you think of a controlled experiment
10 where 1,300 police officers had the cell phone
11 numbers of 10 to 15 individuals who fit into these
12 larger demographics of criminal -- criminal
13 demographics, kept them in their car, and simply
14 called them twice a month and said, Chris Koper,
15 it's Sergeant Koster, how are you doing today,
16 what are you doing today, how have you been. But
17 that type of -- I mean, there is a vehicle through
18 which we have a legal mechanism to just say hi to
19 people. Do you think that that would have -- I
20 mean, that is essentially that kind of we're
21 watching you, the notification meetings, all of
22 this. It sort of takes it to another level.
23 Respond if you would.

24 DR. CHRIS KOPER: The first thing
25 I would say is --

1 ATTORNEY GENERAL KOSTER: I assume
2 it's legal.

3 DR. CHRIS KOPER: Yeah, I'm very
4 intrigued by it.

5 ATTORNEY GENERAL KOSTER: Unless
6 they're on the no call list but then we'd have to
7 adjust the no call list.

8 DR. CHRIS KOPER: That would be
9 very intriguing. I'd be interested in testing it.
10 I -- I think it would have some affect. It may
11 not have the same powerful affect as the
12 notification meetings have, this kind of notion
13 that there's going to be intensified, you know,
14 crackdown on the entire group as a result of
15 further violence and the potential of federal
16 prosecutions, but there could very well be --
17 there could very well be affects from something
18 like that. In fact, years ago I was working with
19 colleagues and we were trying to set up an
20 experiment that was something like that. We
21 wanted to try to put together a list of people on
22 probation who if they offended again would be
23 eligible for enhanced prosecution and the notion
24 was to send them letters telling them, you know,
25 that in effect. And unfortunately, we weren't

1 able to pull off the experiment but it's kind of
2 consistent with your notion.

3 ATTORNEY GENERAL KOSTER: I think
4 that what caused me to think of about it is this
5 notion of what it is that makes potentially -- if
6 stop, question and frisk is the source of the
7 impact in New York. Is part of that -- I mean,
8 St. Louis and Kansas City are driving societies.
9 We're really not so much -- there are areas where
10 we're walking societies but not in the same way
11 that New York is a walking society. And I was
12 wondering if stop, question and frisk may have had
13 more of an impact in that because it is a society
14 that tends to walk on the sidewalks more than we
15 do or does it translate to a motor vehicle
16 community.

17 DR. CYNTHIA LUM: Let me just say
18 that -- and somebody else I believe will be
19 speaking about this in the next couple of days.
20 But the evidence is still out as to whether or not
21 stop, question and frisk, that particular tactic
22 as was used in New York is related to the crime
23 drop in New York. Let me just throw that out
24 right now.

25 The second --

1 ATTORNEY GENERAL KOSTER: Do you
2 have an opinion on that, Doctor?

3 DR. CYNTHIA LUM: Wow, that's
4 hard. I mean, a lot of things drive a crime drop.
5 There used to be a belief that economics could
6 drive crime up or down. But we now see crime drop
7 at the same time we're seeing a depression, a
8 severe recession in this country. So it's really
9 hard for me to know on a macro level. On a micro
10 level I can tell you how we can find that out and
11 that is you could set up very simple experiments
12 to determine whether or not that works. In fact,
13 there has been a study on zero tolerance policing
14 and that type of policing hasn't necessarily
15 produced the gains that you see in problem
16 solving, for example.

17 And this gets to my broader answer to
18 your question. It's not just deterrence that can
19 reduce crime but deterrence prevention. So it's
20 not just the watching, it's deterrents, prevention
21 and guardianship. And many of the problem-solving
22 approaches are not deterrents, they're
23 preventative, or they incorporate aspects of the
24 physical -- changing the physical environment, for
25 example, to reduce crime. Dealing with the social

1 and physical disorders to reduce crime. It's
2 simply just having more officers present without
3 necessarily doing stop, question and frisk could
4 potentially reduce crime.

5 Also, to go back to your question about
6 focusing on people, there is research out there on
7 intensive supervised probation which is somewhat
8 similar to what you're talking about, right. And
9 the findings in that area have not been very
10 positive. What's more important is the second
11 principle that I mentioned from the matrix which
12 is a focused and tailored strategy to -- for
13 treatment and supervision of offenders.
14 Supervision plus treatment, not just intensive
15 supervision.

16 DR. CHRIS KOPER: Yeah, I mean,
17 pulling levers is multifaceted.

18 DR. CYNTHIA LUM: Yeah.

19 DR. CHRIS KOPER: In this case the
20 offender are being put on notice that they could
21 be subject to pretty severe sanctions. It's not
22 just that they're just known to law enforcement
23 and being watched, that they are at risk of
24 something severe. At the same time, though,
25 trying to address prevention needs among these

1 groups as well.

2 And one thing that we don't have any
3 research of -- well, we don't have very much of it
4 on the research of pulling levers is research of
5 what happens to the individuals who are involved
6 in meetings, following them over time, what
7 happens after they're involved in these meetings.
8 I believe some work of that sort has been done in
9 some sites but has -- not a lot of that work.
10 Most studies have just looked at kind of how crime
11 trends in the jurisdiction or the area changed
12 after they started implementing this sort of
13 intervention. So there are still some questions
14 about the approach.

15 ATTORNEY GENERAL KOSTER: Chief
16 Dotson, do you want to begin this round?

17 CHIEF DOTSON: My question is
18 actually kind of what role do the Courts play in
19 this? Because we've talked about what the
20 enforcement strategies are and how we can impact
21 the neighborhood by changing our patrol patterns
22 and -- and the amount when the offender is the
23 challenge, is the problem. So when we continue to
24 arrest the same people in the hot spots committing
25 the same crimes, what other -- what other agencies

1 need to be stepping up and having the
2 conversation? If intense probation supervision
3 isn't a good solution, what is a good solution?
4 DR. CYNTHIA LUM: Well, I mean, in
5 terms of the Courts, a very small percentage of
6 people get to the Courts which is why police have
7 the most -- the strongest possibility of reducing
8 crime in a place. So to me, the police can have
9 an impact because of the places they target and
10 the people that they target. Having said that,
11 the revolving door of the Courts and the things
12 that were mentioned in the previous sessions, this
13 is a serious issue. The Courts can make a
14 difference in terms of the priorities of cases
15 that they're doing, what they're focusing on, and
16 how much prosecution they're going to decide to do
17 for certain -- a particular type of offense. This
18 idea of federal prosecution for gun crimes is one
19 attempt to re-prioritize the approach of the
20 Courts. But nonetheless, you're dealing with a
21 system that only recently -- when I say recently I
22 mean literally the last few years -- has been
23 thinking about how can we use information, data,
24 research -- there's very little research on Court
25 processes to reduce crime, on how can we use these

1 diversions even to think about reducing crime in
2 our community. Taking a community prosecution
3 approach, for example.

4 DR. CHRIS KOPER: To add to that,
5 I would say the Court problem is one that I think
6 is one that's widespread. There was another
7 recent project that I worked on in which we were
8 surveying big city police departments about
9 strategies to reduce gun crime in particular and
10 the strategy that came across rated by the
11 agencies as most effective and one they relied on
12 heavily was referring cases for federal
13 prosecution. And I think that speaks particularly
14 to the lack of consequences in many state courts
15 for different types of gun offenses, you know,
16 illegal gun carrying, illegal gun possession. And
17 of course, I've heard previously from Chief Isom
18 and many other chiefs around the country mention
19 the fact that people in their jurisdictions can
20 get arrested over and over and over for carrying a
21 firearm and nothing really of consequence happens
22 until they end up shooting someone. So I think
23 this is inherent to that argument and that the
24 Courts have to treat and legislatures perhaps as
25 well have to take certain types of offenses more

1 seriously.

2 At the same time, I think the police, one
3 of the things that they can try to do is as much
4 as possible try to prevent criminal opportunities
5 without necessarily having to do a lot of arrests.
6 In the Jacksonville project I talked about the
7 problem-oriented policing intervention involved
8 very few arrests. They were able to reduce crime
9 a lot and didn't have to rely heavily on arrests.
10 If you're doing hot spots patrols very regularly
11 and precisely targeting those micro places you
12 might not have to do a great deal of arrests. You
13 might be able to deter and control behavior just
14 by a regular presence.

15 DR. CYNTHIA LUM: The relationship
16 between clearance rates and crime prevention is
17 not as clear as people think. Clearance rates
18 have remained relatively stable for many, many
19 years despite the ups and downs of crime.

20 MAYOR JAMES: Dr. Koper, would you
21 pull the microphone a little closer.

22 DR. CHRIS KOPER: Sorry.

23 MAYOR JAMES: That's okay. We
24 just want to make sure everybody can hear you. I
25 think that's really important.

1 ATTORNEY GENERAL KOSTER: Do you
2 have a question, Mayor?

3 MAYOR JAMES: Yeah, I do. I've
4 got a particularized scenario that I'd like to ask
5 you about that's a little bit off the beaten path.
6 And it's based on a reality here in Kansas City
7 and a current issue and problem. And, frankly,
8 I'd just like to have some idea of whether or not,
9 A, there's evidence to support what is being cried
10 out for, and B, if there is, where the heck do I
11 find it.

12 I don't know if you're familiar with the
13 Plaza.

14 DR. CYNTHIA LUM: Say that again.

15 MAYOR JAMES: The Plaza in Kansas
16 City. Not too far from here. Great shopping
17 area, a fantastic place. People go there, lots of
18 restaurants, lots of bars, lots of places to shop,
19 kind of high tone, one of our jewels.

20 Two summers ago, 2011, it became an issue
21 that we had large groups of kids, mostly
22 African-American, congregating on the Plaza that
23 seemed to cause an increasingly heightened level
24 of discomfort. At one point there was a call for
25 curfews. The curfew was not imposed until after I

1 was on the Plaza and shots rang out and three kids
2 were shot. Then we imposed a curfew on the Plaza
3 and other entertainment zones that required kids
4 to be gone if they were under the age of 18 by 10
5 o'clock.

6 During that time frame we also opened up
7 our community centers and instituted some
8 programming in those community centers based on
9 what the kids who we were actually looking at said
10 would keep them entertained. And for eight weeks
11 we had dancing, games, sports, all sorts of
12 activities in three community centers for an
13 eight-week time period. I believe the
14 statistics -- Chief, tell me if I'm wrong --
15 indicated that juvenile-related crime went down
16 about 18 percent during the time that we were
17 engaged in that summer programming.

18 So this past summer, 2013, we -- yeah,
19 this past summer, we opened up the community
20 centers for 12 weeks and instead of three, went to
21 five. And we had no incidents in either 2011 --
22 I'm sorry, yeah, 2012 or 2013 of significant crime
23 or issues or injuries at the community centers
24 with the juveniles during that time frame.

25 DR. CYNTHIA LUM: Are the

1 juveniles that are going to the community centers,
2 are they the same juveniles that are causing
3 crime or --

4 MAYOR JAMES: I don't think
5 they're the ones that caused the crime. I think
6 that it's impossible to identify the ones that are
7 causing the crime. I can tell you that they
8 demographically look like the kids who have been
9 accused of causing the crime in that they're
10 African-American.

11 DR. CYNTHIA LUM: They're not the
12 same kids?

13 MAYOR JAMES: I can't tell you
14 they're the same kids because we don't know who
15 actually the kids were.

16 DR. CYNTHIA LUM: Gotcha.

17 MAYOR JAMES: But a very, very
18 small group of kids in large groups that cause the
19 crime that inure to the detriment of all.

20 The question is, now that there was an
21 incident, or at least reports of incidents on the
22 Plaza again this past Saturday night when the
23 curfew had been lifted, now there's renewed calls
24 for a year-long curfew. Is there any research,
25 any evidence-based policing that would lead me as

1 the mayor and the city council as the council to
2 determine on a databased-approach whether or not
3 curfews of that type work on a year-round basis?

4 DR. CYNTHIA LUM: You're not --
5 you're not asking whether the community center
6 approach works?

7 MAYOR JAMES: Well, I think -- I
8 don't know -- personally, I don't think that the
9 curfew would work without the community centers.
10 I mean, you can't tell people where not to go
11 unless you can tell them where they can in my
12 opinion.

13 DR. CYNTHIA LUM: Unless the
14 people that are impacted the most by the curfew --
15 and this is where the rubber meets the road.
16 Where the folks impacted by the curfew, the young
17 people impacted by the curfew are not the ones
18 that would, in fact, go to the community centers
19 as a resource. If there is a disconnect, so if
20 you have kids going to the community centers but
21 that normally do not commit crimes, whatever they
22 look like, but if they go to the community center
23 and they do not normally commit crimes, you know,
24 that is a different group than the kids that might
25 be impacted by the curfew. Having said that,

1 there is studies -- there have been studies on
2 juvenile curfew. My understanding is they're not
3 too positive in terms of their crime reduction
4 effects.

5 DR. CHRIS KOPER: Those studies
6 have been nixed. I think a lot of times it
7 depends how police do the enforcement or what
8 other sorts of measures are put into place. So
9 your combination of the curfews with the youth
10 centers might have helped because even though
11 maybe the most problematic youth are not inclined
12 to go there, they may not feel as comfortable
13 going to the Plaza if all the other youth are
14 going someplace else. They can't blend in at the
15 Plaza anymore, it may be more risky for them to
16 commit offenses there. So it could be the
17 combination of those strategies is what's helping
18 you.

19 MAYOR JAMES: Well, I think I can
20 say, and the chief, he can tell me whether or not
21 I'm wrong, that during the time that the community
22 centers were open and the curfew was in effect,
23 the issues that had arisen on the Plaza and caused
24 people discomfort did not arise during those
25 periods of time. But as soon as the curfew was

1 off and the community centers are not programming,
2 then just this last weekend we had reports of more
3 incidents. So there seems to be some causal
4 connection. But, again, is it a hunch, is it the
5 way I feel, is it superficial causality or is it
6 real.

7 DR. CYNTHIA LUM: My advice to you
8 would be to do everything you possibly can to find
9 out if they're connected. Because if, in fact --
10 and that is kind of the -- forget about
11 evidence-based policing, just evidence-based
12 governance more generally, you know. We can guess
13 all day whether or not these two things are
14 connected, whether or not having the community
15 centers plus curfew helped, as Chris talked about,
16 to discourage youth that don't go to the community
17 centers to not go to the Plaza. If you can figure
18 out that, then I think that's where your answer
19 would lie.

20 MAYOR JAMES: Thank you.

21 DR. CYNTHIA LUM: But my
22 recommendation is -- I don't mean to be flippant
23 like to say just find out.

24 MAYOR JAMES: Sure.

25 DR. CYNTHIA LUM: I mean,

1 seriously, look into it because if that's the case
2 and that caused the drop, then keep doing that.

3 DR. CHRIS KOPER: You could
4 probably test that pretty rigorously. You could
5 team up with an area research partner, area
6 academics and conduct kind of a nice study of
7 that, get good answers on that.

8 MAYOR JAMES: Thank you.

9 ATTORNEY GENERAL KOSTER: Chief
10 Forte.

11 CHIEF FORTE': What impediments to
12 any -- has any other police force had when they're
13 trying to incorporate that new philosophy in an
14 organization?

15 DR. CYNTHIA LUM: The first main
16 impediment is just a personal one. It's hard.
17 Having been a cop myself, it's hard to change.
18 It's hard to change the way you've been doing
19 things. We're comfortable in the procedure-based
20 approach. We're comfortable in the hierarchal
21 approach in which there's the chief, commanders,
22 etc. Even the managerial meetings, when you watch
23 your COMSTAT meetings or managerial meetings
24 happen, people are very restrained. There's a
25 clear hierarchy. It's not a place where you have

1 free discussion necessarily about something or you
2 might bring in an idea or even provoke people to
3 talk about something like stop and frisk, like
4 shift work, things that are very controversial.
5 So the first major impediment is mentality.

6 The second major impediment is the
7 institutionalized real system of policing that's
8 focused on reactive approaches. So, beat patrol,
9 case-by-case investigations, and reactive
10 supervision as well, those three things are
11 mainstays of American policing. If you want to
12 undo those things you've got to find a way to undo
13 beat patrol, to redefine the way supervisors,
14 especially first line supervisors, see their role
15 as not just problem solvers, team leaders, problem
16 solvers. Because right now first line supervisors
17 are report signers. They are problem -- they go
18 when you get into a traffic accident and your
19 sergeant shows up. So to redefine their role as
20 someone who is the analytic in between your
21 lieutenants and your patrol officers. They're
22 also the first line trainers of your officers in
23 terms of thinking more practical about what to do
24 in the in-between time. As a patrol officer I
25 don't have time to look at the matrix, look at all

1 this stuff, right. I only can do what my sergeant
2 says, Hey, Lum, you know, while you're in between
3 your calls I need you to go to these two places,
4 stay there for just 15 minutes, you know, even if
5 you need to write your report or just do
6 something. Just get out of your car and talk to
7 people, you know, so they know you're there in
8 these hot spot areas. These are fundamental
9 changes.

10 Investigations, establish an
11 investigative unit that does not focus on people.
12 All your investigative people focus on people.
13 Start investigative units that focus on places.
14 This whole Case of Place thing is to try to make
15 the suspect a place, not a person. Because the
16 reality of crime is that people are just people.
17 You know, they work in where -- they live and work
18 and operate and commit crime and victimized in the
19 places that they are in. These places sometimes
20 lack guardians. They have a lot of opportunities
21 for crime. They have kids that grow up that think
22 drug dealing is cool, you know, just little things
23 like this. Those are the things that need to be
24 focused on at the very micro place level. Not
25 huge places, hot spots are not miles big, they're

1 literally a couple blocks. And all your crime is
2 in those couple blocks.

3 ATTORNEY GENERAL KOSTER: Could
4 the gentleman in the back just hold -- you can
5 applaud. We'll be done here in about 15 minutes.
6 We're trying to hold a meeting here.

7 Mayor Slay.

8 DR. CHRIS KOPER: I just wanted to
9 say another thing, too, that Cynthia mentioned in
10 her presentation in regards to training and even
11 early in an officer's career. Typically they
12 don't get anything about research policing. They
13 come out knowing nothing about it.

14 DR. CYNTHIA LUM: Nothing.

15 DR. CHRIS KOPER: So those sorts
16 of fundamental changes are going to be important.
17 And it's always challenging to change police
18 culture. Police, like many other -- policing
19 organizations, like many others, are resistant to
20 change so it's a long-term prospect.

21 DR. CYNTHIA LUM: One thing that I
22 often -- that we see very often in thinking about
23 anything new is -- not just policing. I've seen
24 this in a lot of organizations including the
25 university which is also just as dysfunctional as

1 many other organizations. The one thing I see in
2 policing is that the command staff are not on the
3 same page with each other or with the chief
4 sometimes. Actually, this is not a surprise. So
5 all you need is one commander who people look up
6 to or they think is kind of neat because he's old
7 school or, you know, he has a -- people think of
8 him as a great leader to say, no, I don't like
9 that, that innovation is ridiculous. That's not
10 policing, that's something else. You know, we
11 need to just lock them up and this is -- you know,
12 that's the goal of policing. No, that's not the
13 goal of policing.

14 I really feel that if we can get officers
15 from the lowest rank all the way up to the chiefs
16 to think differently about their profession, to
17 learn to like their profession again, they will
18 stick with it longer. I would have stuck with it
19 longer as opposed to being mad all the time or
20 getting frustrated or becoming cynical or getting
21 stressed out or not caring anymore, which is the
22 worst thing to happen to a police officer. So to
23 me, really focusing in on redefining what it is to
24 be a police officer is one of the absolute central
25 things that we have to focus on in the policing

1 world and police scholarship and as we work with
2 you in the policing practice. That is a huge
3 undertaking. Probably won't finish in our
4 lifetime but we can get started at least on it and
5 that's why I think it's so important to do that.

6 ATTORNEY GENERAL KOSTER: Mayor
7 Slay.

8 MAYOR SLAY: This is obviously
9 very important and I want you to know a very
10 interesting discussion and I want to thank both of
11 you for participating. Certainly pleased to have
12 you here.

13 A couple of things that just peak my
14 curiosity -- many things did but I'll just bring
15 up -- bring up a couple of things. I think Dr.
16 Lum mentioned there's interventions that don't
17 work and some of them increase recidivism.

18 DR. CYNTHIA LUM: Yes.

19 MAYOR SLAY: If you can kind of
20 explain that.

21 And the other one was there are examples
22 of misuse of crime analysis information. I think
23 you mentioned that and I just was wondering if you
24 can give me some context of that.

25 DR. CYNTHIA LUM: I can start with

1 the first one and then I'll ask for clarification
2 on the second one.

3 The first question, yes, there are actual
4 interventions now that we know can harm. For
5 example, some studies that have been done now on
6 juvenile boot camps, have measured recidivism of
7 juveniles after they have come out of boot camps
8 and they have done worse. They are offending more
9 and it doesn't necessarily help them.

10 There are some backfire effects in the
11 matrix in the area of domestic violence and this
12 is a very tricky area. The impact of arrests on
13 domestic violence. There used -- there was the
14 Minneapolis domestic violence arrest experiment in
15 which it showed that arrests could reduce domestic
16 violence but that these affects differed across
17 people who were employed versus people who were
18 not employed, for example. Those who were
19 employed were more likely to reduce their
20 recidivism when those who were unemployed were
21 not. So there are those types of backfire
22 effects.

23 There's famous studies by Joan McCord who
24 is now deceased but she did studies that looked at
25 juvenile like summer camps.

1 DR. CHRIS KOPER: Interventions
2 that brought together delinquent youths in group
3 therapy.

4 DR. CYNTHIA LUM: Group therapy,
5 but where they'll go to challenge camp. And they
6 followed them over their lifetime and they found
7 that the kids that went to camp actually fared
8 worse in terms of their later offending.

9 So you can have situations -- not to
10 mention, some studies which we're doing now and
11 studies that need to be done, look at the impact
12 on communities of hot spots policing. You can
13 have cops go into a community and crack down,
14 right, but if they don't talk to the community,
15 they don't tell them they're coming, if there's no
16 transparency about doing that within a particular
17 place, you could lose the legitimacy of that
18 community which you need cooperation from in order
19 to successfully conduct problem solving or hot
20 spots approaches. So there are those types of
21 actions.

22 DR. CHRIS KOPER: And I think with
23 the crime analysis question we may have been
24 getting at the issue of how crime analysis is used
25 in the agency. Is it used to guide strategies and

1 to guide deployment and in some agencies the crime
2 analysts because they are civilians may be seen as
3 second rate and their advice might always be taken
4 in decision making. They might be used to compile
5 statistics, those sorts of things. So what we're
6 trying to advocate for is a more strategic use of
7 crime analysis to guide decisions.

8 DR. CYNTHIA LUM: Evaluations.
9 They can do the evaluations. They have the tools
10 to do the evaluations.

11 ATTORNEY GENERAL KOSTER: We'll go
12 probably around the table one more time. This is
13 really interesting.

14 I'd like to ask you the same question
15 that I asked Commissioner Kelly right off the bat
16 this morning.

17 DR. CYNTHIA LUM: I'm sure I will
18 not answer it as well as he.

19 ATTORNEY GENERAL KOSTER: It was
20 about managerial accountability in an area of big
21 data. Is there a problem with at least in part
22 judging district commanders based on the reduction
23 of crime within their district? Just like you
24 would not put -- if you had a private business
25 that had revenue responsibilities over a division

1 and a manager of that division failed to raise
2 revenue.

3 DR. CYNTHIA LUM: Yes. Yes.

4 ATTORNEY GENERAL KOSTER: You
5 would not keep them -- if it was a publicly-traded
6 company, you would not keep them in that role.

7 DR. CYNTHIA LUM: Yeah.

8 ATTORNEY GENERAL KOSTER: To what
9 degree -- in an era of big data, to what degree is
10 it a problem to judge district commanders by the
11 entrepreneurial results that they are able to
12 create within their district? I was interested in
13 that Chief Kelly went to exactly the same -- you
14 know, the teacher scandal model that they had out
15 in Atlanta where the teachers ended up fixing the
16 tests and they got in trouble down there.

17 DR. CYNTHIA LUM: Yeah.

18 ATTORNEY GENERAL KOSTER: What is
19 your reaction to blending this in -- maybe it's
20 not the only metric that we use to grade district
21 commanders, but to what degree is it being used
22 around the country, to what degree is it
23 appropriate to be used.

24 DR. CYNTHIA LUM: I do remember
25 your question. I liked this question very much.

1 I'll answer it in a little bit different way.

2 To me, numbers are not the bread and
3 butter. The bread and butter of policing is --
4 are things that can change the way we approach
5 policing. So, for example, crime clearance is a
6 great example of this. You can have a decline in
7 crime clearance at the same time you have a
8 decline in crime. Why? Because you could
9 literally prevent opportunities from -- for
10 committing crime that -- and therefore reduce the
11 chances that you are going to arrest somebody for
12 committing that crime.

13 What's more important in my view is not
14 just holding commanders accountable for their
15 areas but that they understand exactly what can --
16 what they can do to reduce crime in their areas.
17 That they understand the nature of the crime
18 problem in their -- in their areas. It's not
19 whether or not crime goes up or down by 10 percent
20 in this month or last month. More importantly,
21 it's about what are you doing to reduce crime in
22 your particular area and why are you using that
23 particular intervention. Is it just because
24 somebody told you that was a good idea, you
25 learned it from some conference you went to or is

1 it because it actually does reduce crime.

2 I also think that commanders need to be
3 judged on not only what they're doing but how well
4 they know their places. You know, I think Chief
5 Forte' was talking about this at the very
6 beginning, knowing your area. Many of the
7 officers don't live in the places that they
8 police. That's okay. That's all right. I think
9 it's -- I don't think we should prejudge people
10 just because they don't live in a particular area
11 that they police. But, they need to better
12 understand the people that they're working with,
13 that they are trying to police, even the people
14 that they're locking up or the people that they
15 are talking to every day who are calling them
16 because they're being victimized.

17 I'm saying all this to say that there are
18 both quantitative and qualitative metrics by which
19 we judge the commanders or the chiefs or the
20 sergeants of a particular area. By focusing only
21 on stats there's a risk that the commander, the
22 sergeant, the officer doesn't fully appreciate or
23 learn about the qualities of policing that are
24 more sociological in nature. I don't know if that
25 -- if that makes sense. It's more than just the

1 profits, a/k/a, the numbers, right? If the police
2 can build legitimacy in the area, then ten years
3 down the line the numbers will increase. You can
4 decrease numbers now through a crackdown. We can
5 do a crackdown in our place and reduce the
6 numbers. But if the concentrated poverty, if the
7 lack of legitimacy with the police still remain,
8 then 10 years later that place will still be a hot
9 spot. Hot spots are relatively stable for years
10 and years and years. So to me, if I were a chief,
11 which I don't -- I mean, that is probably the
12 hardest job in the world to have, but if I were a
13 chief I would be more concerned about the personal
14 mentality, the philosophy, the perspective of my
15 commanders; that they had a more higher
16 understanding of people, an empathy for people,
17 more so than they were so concerned about numbers.

18 I know that's easy for me to say because
19 I'm sitting here in a very comfortable position in
20 academia, but I think that we have to move --
21 COMSTAT did its job. It really brought focus to
22 crime mapping, crime analysis. It really was
23 positive in that respect. But we really need
24 very, very smart commanders. These commanders
25 have to be criminologists essentially. We don't

1 think just about numbers, we think a lot about
2 quality and qualitative aspects of policing as
3 well.

4 It's a little bit of a different answer.

5 ATTORNEY GENERAL KOSTER: Kelvin
6 Adams, who is Steven Green's counterpart
7 in St. Louis, the head of the -- or actually, it
8 was Rick Sullivan, the head of the special
9 advisory board of the St. Louis Public School
10 District gave me the same answer when we were
11 talking about the changes that needed to made in
12 the 72 public schools that need to be made in the
13 St. Louis Public School District. He said give me
14 72 great principals and I will -- and you won't
15 need me anymore. Finding great managers whether
16 they be in government, whether they be in these
17 district command centers, or whether they be in
18 the public school system, remains a mystery that
19 human beings have yet to solve.

20 DR. CYNTHIA LUM: But don't -- but
21 don't rely so much -- with all due with respect, I
22 would say don't rely so much on fortuitous
23 circumstances. Leadership can be created. I
24 always believe -- and I say this to the students
25 in the room. There's no smart people out there.

1 We're professors 'cause we worked hard at what we
2 did and it has nothing to do 'cause we're
3 naturally smart. I think -- I think anybody can
4 be anything. And I know that's a little
5 Pollyanna-ish but I really believe this. If Chief
6 Forte' told me how to be a good leader and showed
7 me the steps by which to do that and I followed
8 those steps, I bet you I could be a good leader, a
9 good supervisor. And so, to me, it's a controlled
10 approach. You do have to look at the research,
11 you do have to make hard decisions and say, look,
12 officers, you're going to do this. You are
13 definitely -- you have to do this. Yes, I'm going
14 to demote you for not doing this, there are those
15 hard decisions, but at the same time -- and
16 there's quantitative statistical analytic
17 evaluative information that is absolutely
18 essential to the police agency. But we have to be
19 reasonable in the way we think about those types
20 of pieces of information. Because there are real
21 people out here. I mean, these are real people
22 that just want to get by their day. Even drug
23 dealers just want to get on with their day.
24 They're just trying to get by. We have to use our
25 hearts also as much as our minds.

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1 ATTORNEY GENERAL KOSTER: Mayor,
2 anything else?

3 MAYOR JAMES: No, nothing from me.
4 Thank you.

5 ATTORNEY GENERAL KOSTER: Chief?

6 CHIEF FORTE': No.

7 ATTORNEY GENERAL KOSTER: This
8 last session is why we held this conference. This
9 is -- this is what we wanted out of this
10 conference and everybody has been great during
11 this day but the precision of this discussion was
12 heartening. Thank you very much.

13 DR. CYNTHIA LUM: Thank you.

14 DR. CHRIS KOPER: Thank you.

15 ATTORNEY GENERAL KOSTER: We'll
16 pick up at 9:00 o'clock tomorrow morning. Thank
17 you. Thank you, everybody.

18 (Adjourned at 3:00 p.m.)
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