

# Executive Summary

*April 2015*



## **Diagnostic Analysis for the City of Durham**

*Opportunities for Evidence-Based Technical Assistance*

# Today's Purpose

- ▶ Present Diagnostic Analysis
- ▶ Review Recommendations and TTA Plan
- ▶ Opportunity for Q & A
- ▶ Discuss Next Steps



# The U.S. Department of Justice Office of Justice Programs established the Diagnostic Center to assist community leaders in implementing data-driven crime solutions

- ▶ The Diagnostic Center is a free technical assistance resource that helps local policymakers and community leaders use data to make decisions about criminal justice programming
- ▶ The Diagnostic Center applies a three-phased process for providing assistance to communities – **Diagnose**, **Implement** and **Assess** – to identify the true contributing factors to crime, and to map them to strategies and solutions that have demonstrated success in reducing crime

## DIAGNOSE

- Diagnostic Center convenes community stakeholders and subject matter experts to:
  - define problem and desired outcomes
  - identify sources of data that illuminate strengths and challenges in the community

## IMPLEMENT

- Diagnostic Center helps the community:
  - examine the evidence base
  - identify and implement data-driven programs

## ASSESS

- Diagnostic Center helps the community adopt data collection strategies to measure the effectiveness of the programs put in place during the engagement.



# The City of Durham requested assistance in addressing violent crime, gun violence and community-police relations

## Priority Area 1: Assess the scope of violent crime, specifically gun violence

- ▶ Analyze violent crime data with emphasis on gun homicides and assaults
- ▶ Assess existing police responses to violence in relation to place-based and offender-based strategies

## Priority Area 2: Assess community-police relations

- ▶ Conduct onsite interviews with criminal justice and community stakeholders
- ▶ Identify strengths, gaps, challenges and recommendations for improvements

## Priority Area 3: Expand capacity for data-driven decision-making

- ▶ Review processes and practices of the Violent Crime Reduction Roundtable (VCRR)
- ▶ Develop recommendations for addressing violent crime, gun violence and community-police relations
- ▶ Assist Durham with implementing recommendations and assessing engagement outcomes

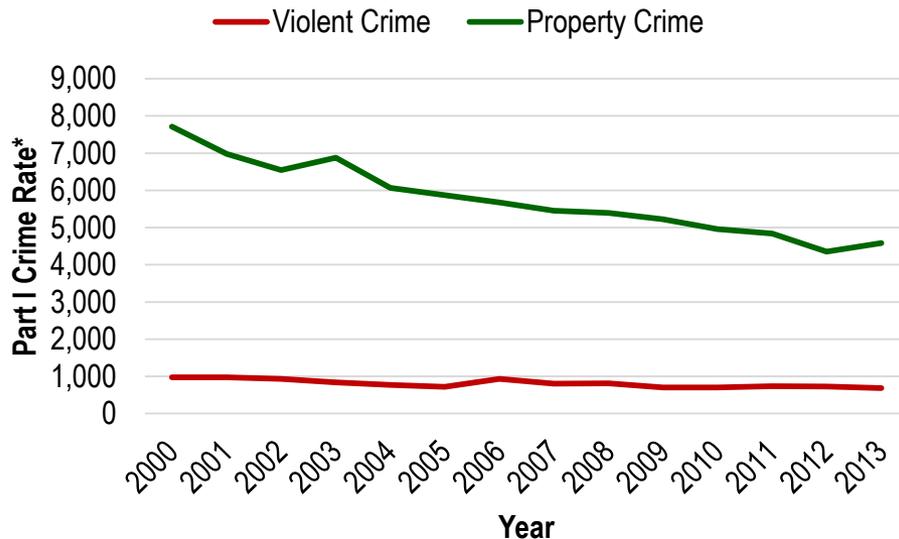


# The Diagnostic Center analyzed local crime incident data and found that most forms of crime have declined in recent years

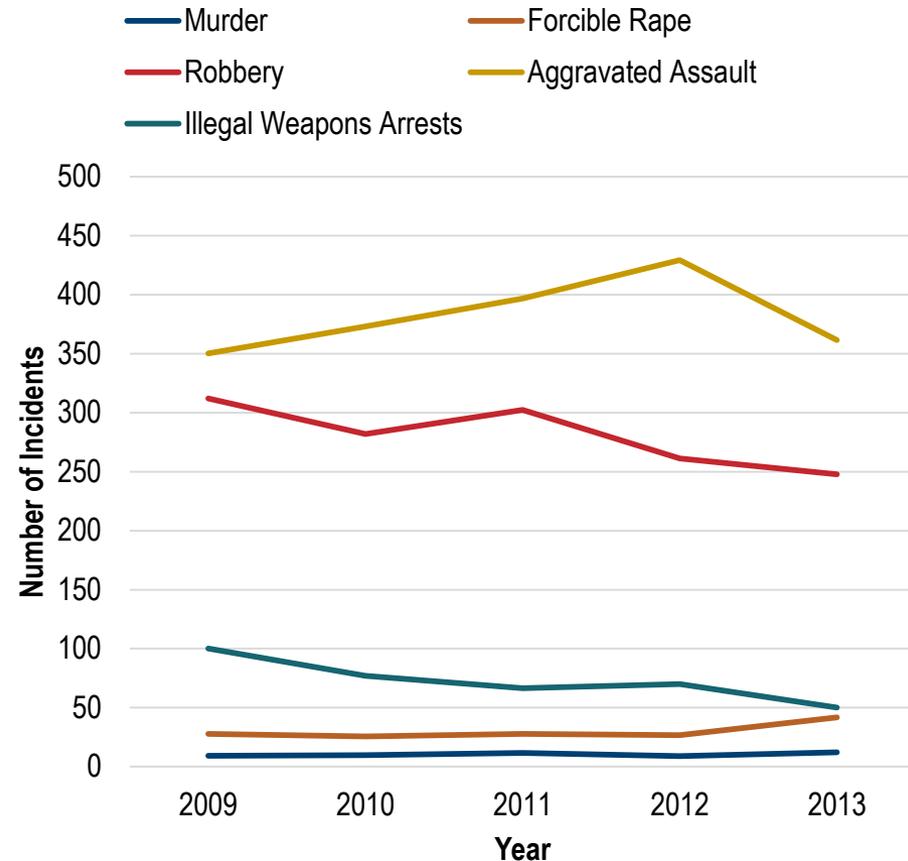
## Overall Crime Trends

- ▶ From 2000-2013, both violent and property crime rates dropped
- ▶ Durham experienced 30.2% fewer violent crimes and 40.6% fewer property crimes per 100,000 residents in 2013 than in 2000
- ▶ From 2009-2013, robbery and illegal weapons arrests trended downward
- ▶ During the same period, aggravated assault, homicide and forcible rape rates increased

Part I Crime Rate\*, 2000-2013



Violent Crimes and Illegal Weapons Arrests, 2009-2013

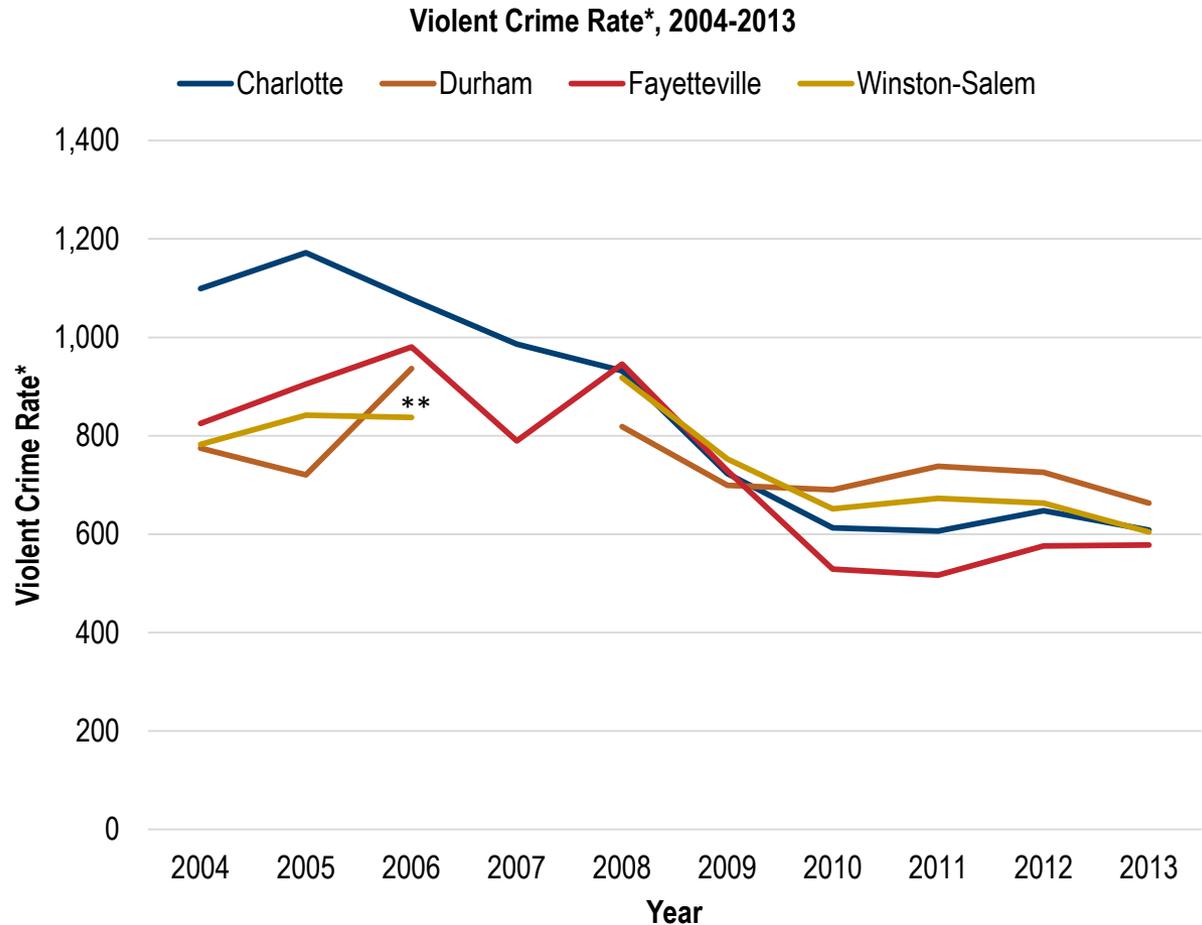
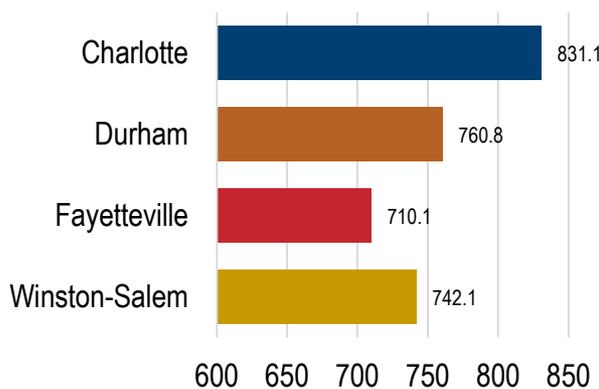


# The analysis also revealed that Durham has violent crime levels similar to those of other large cities in North Carolina

## Violent Crime Comparison

- ▶ Like the other three comparison cities, Durham's violent crime rate trended downward from 2004-2013
- ▶ Durham had the highest violent crime rate among the comparison cities in 2013, even though it had the lowest in 2004
- ▶ From 2004-2013, Durham's average violent crime rate was considerably lower than Charlotte's but higher than the other cities

## Average Violent Crime Rate\*, 2004-2013



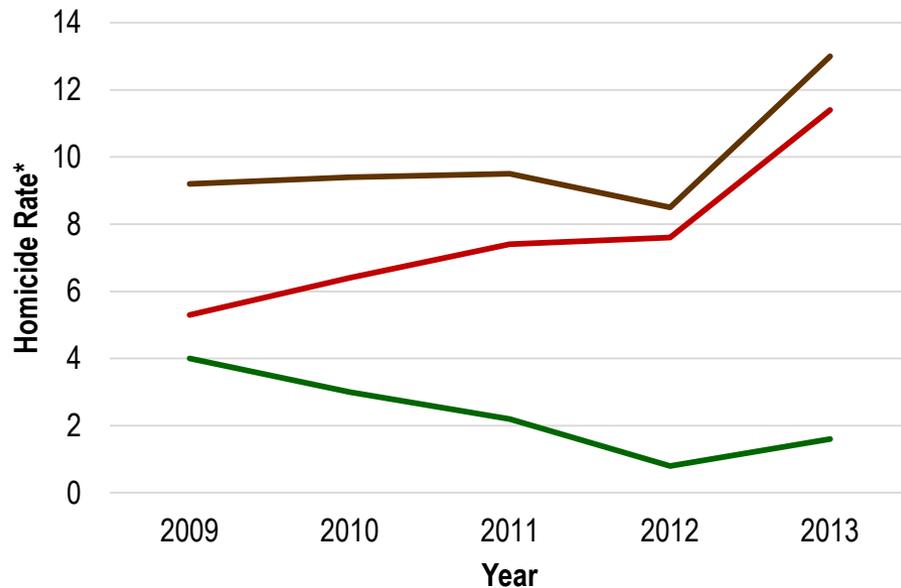
# Despite these positive signs, Durham experienced an increase in rates of gun-related homicides and aggravated assaults

## Homicide and Aggravated Assault Trends

- ▶ Overall rates of both homicide and aggravated assault trended upward in Durham from 2009-2013, but rates of homicide and aggravated assault not involving guns trended downward
- ▶ More homicides than aggravated assaults involved guns

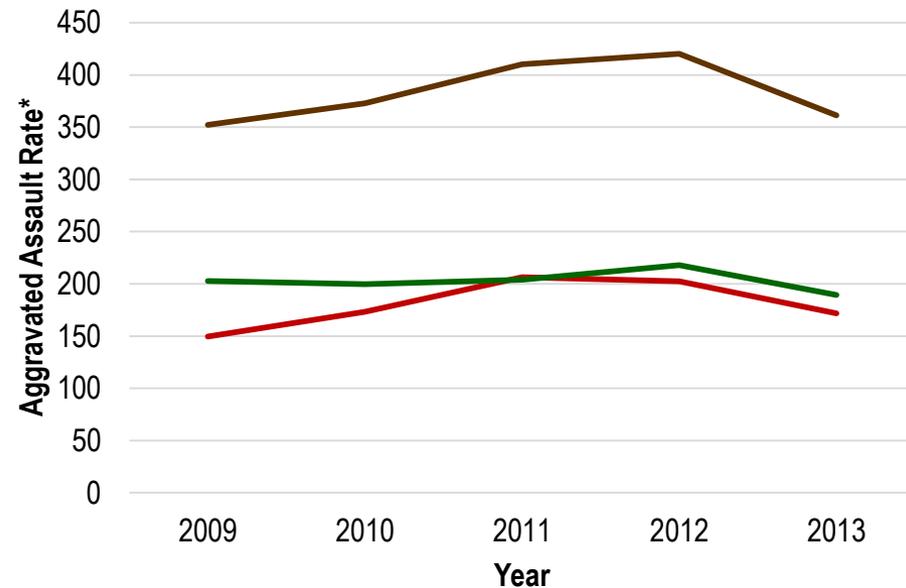
### Homicide Rate\*, 2009-2013

— Total — With Gun — Without Gun



### Aggravated Assault Rate\*, 2009-2013

— Total — With Gun — Without Gun

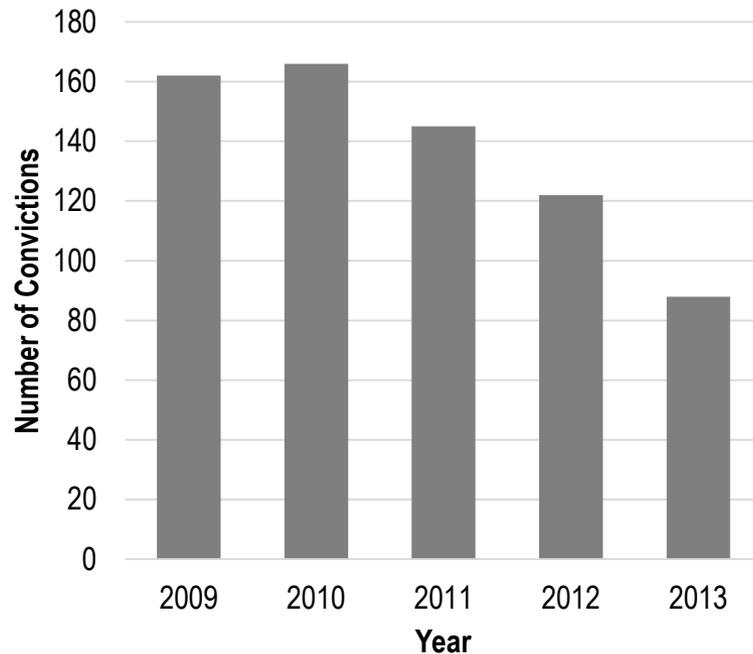


# At the same time, convictions in gun-related cases fell by 45 percent and the corresponding conviction rate fell by 22 percent

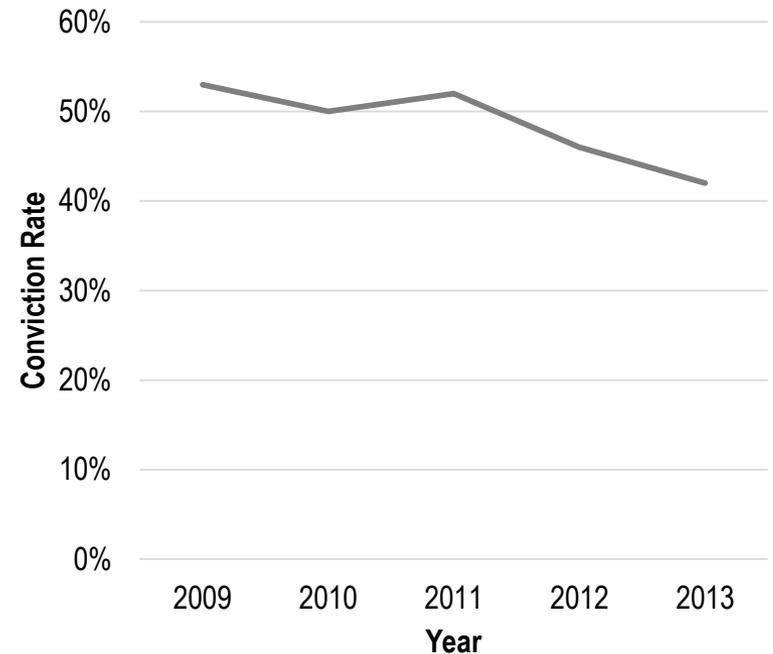
## Convictions in Gun-Related Cases

- ▶ From 2009-2013, while rates of gun homicide and gun aggravated assault increased, both the number and rate of convictions in gun-related cases decreased

Convictions in Gun-Related Cases, 2009-2013



Conviction Rate in Gun-Related Cases, 2009-2013

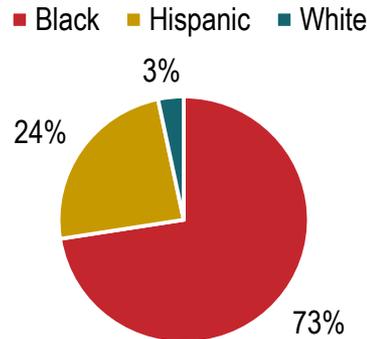


# Victims of homicides and aggravated assaults were disproportionately likely to be black males age 15-34

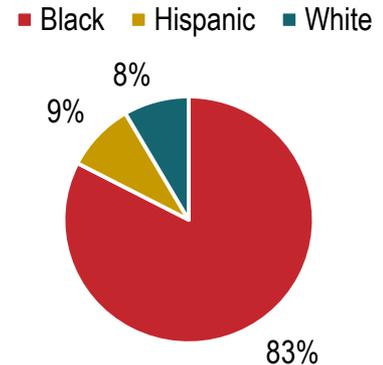
## Victims of Homicide and Assault

- ▶ From 2009-2012, the average homicide rate\* was 41.6 for young black males and 38 for young Hispanic males but only 7.2 for all Durham residents
- ▶ From 2009-2012, the average aggravated assault rate for young black males was 6.4 times higher than the rate for all Durham residents

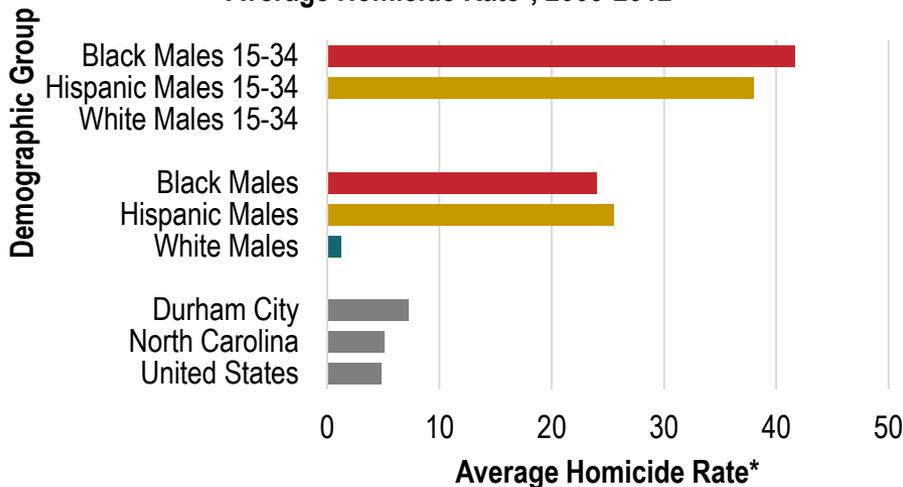
Victim Race, Homicide with Gun, 2009-2013



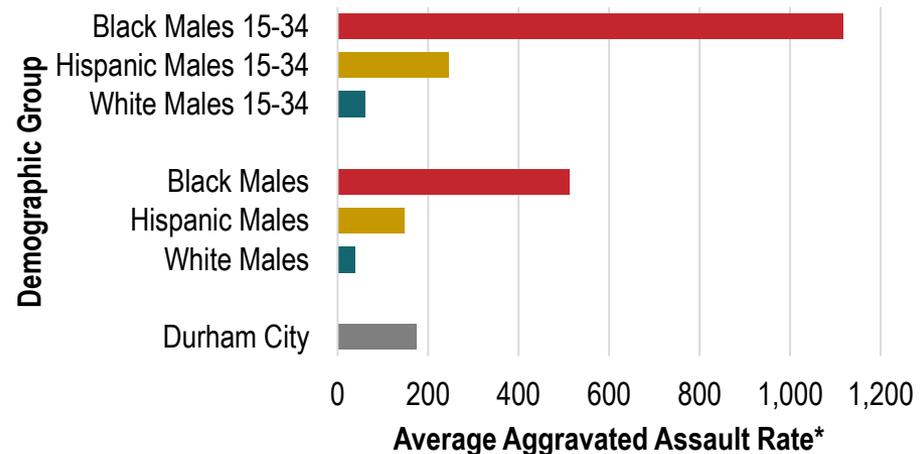
Victim Race, Aggravated Assault with Gun, 2009-2013



Average Homicide Rate\*, 2009-2012



Average Aggravated Assault Rate\*, 2009-2012

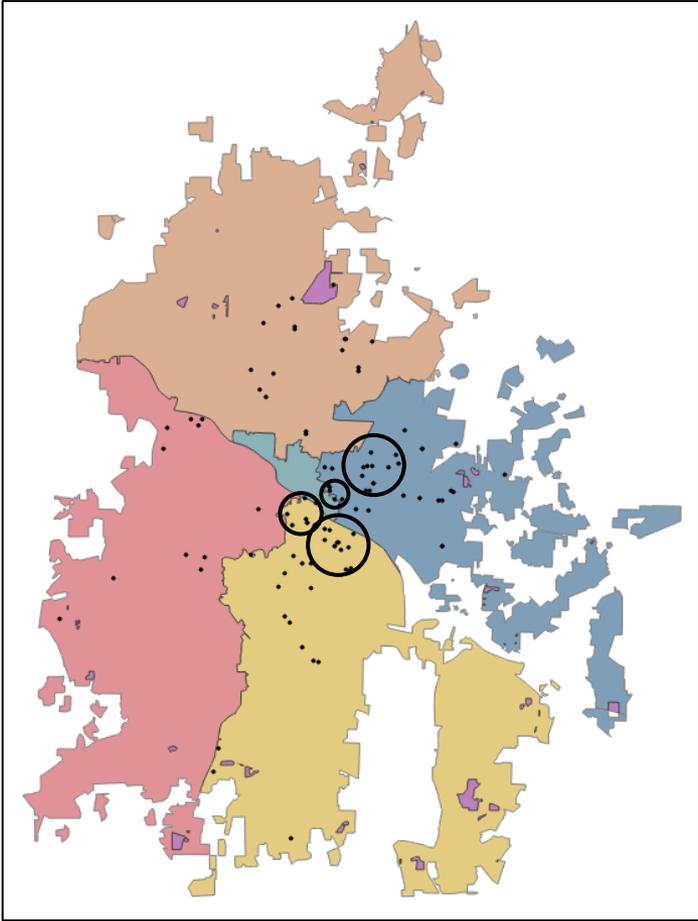


# Gun-related homicides and aggravated assaults tend to occur in the same locations

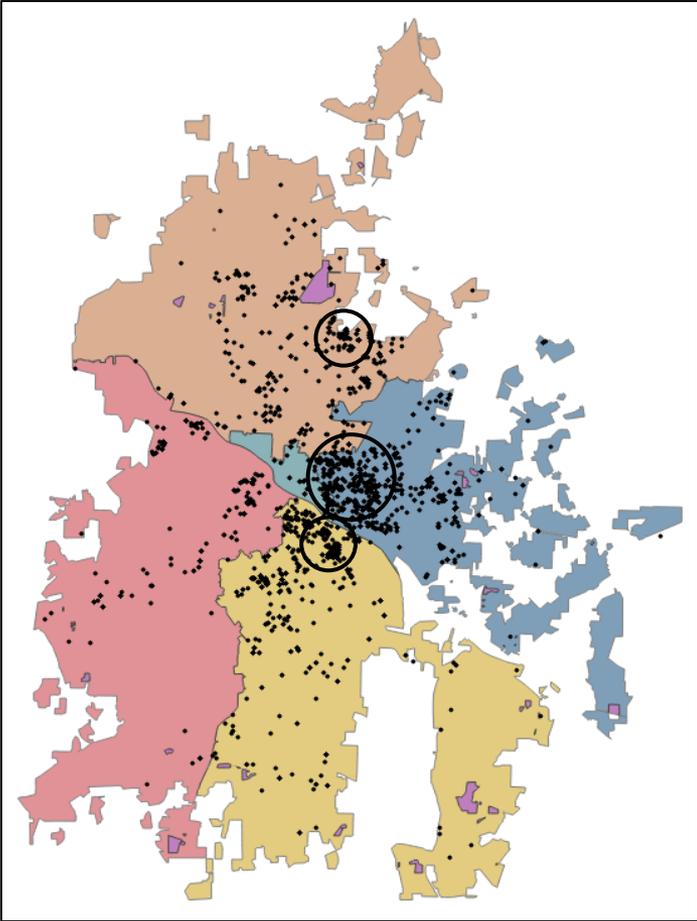
**Legend**

- Crime Incident
- District 1
- District 2
- District 3
- District 4
- District 5
- Durham County Sheriff's Office

**Gun Homicides, 2009-2013**



**Gun Aggravated Assaults, 2009-2013**



**Gun Homicide and Gun Aggravated Assault Counts by Police District, 2009-2013**

District	Homicides	Assaults
1	34	856
2	18	579
3	11	200
4	35	626
5	2	85

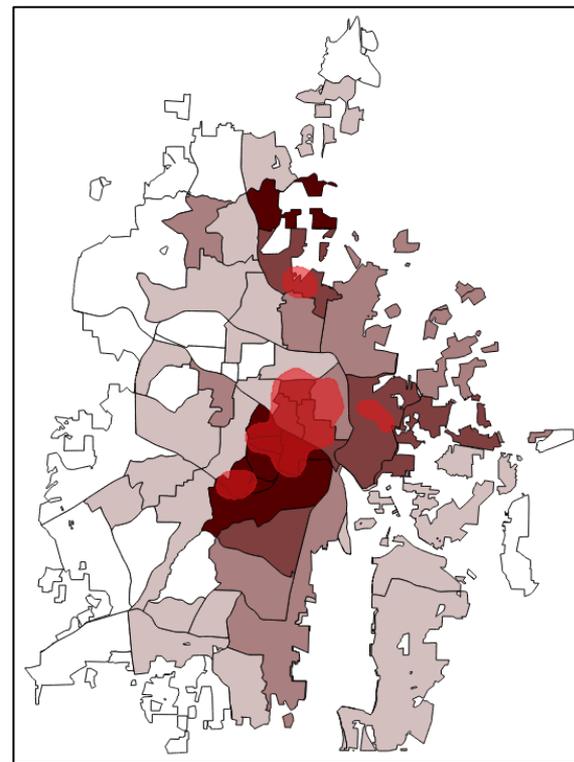
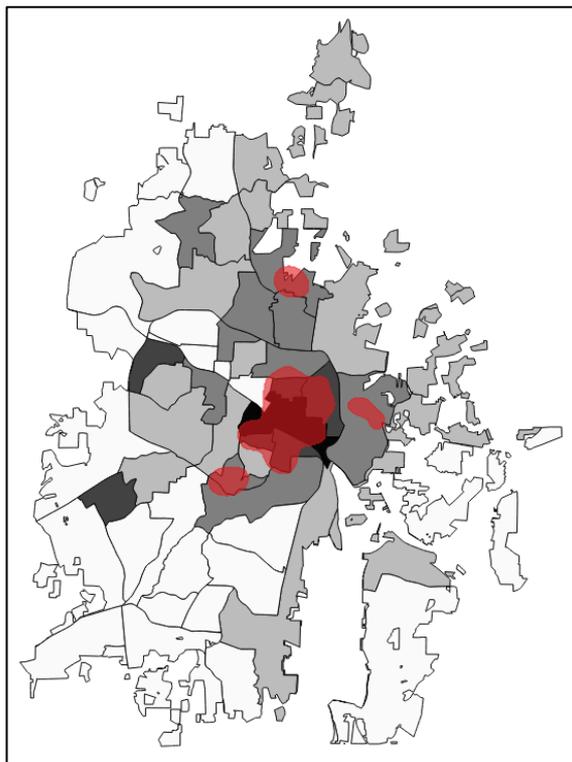
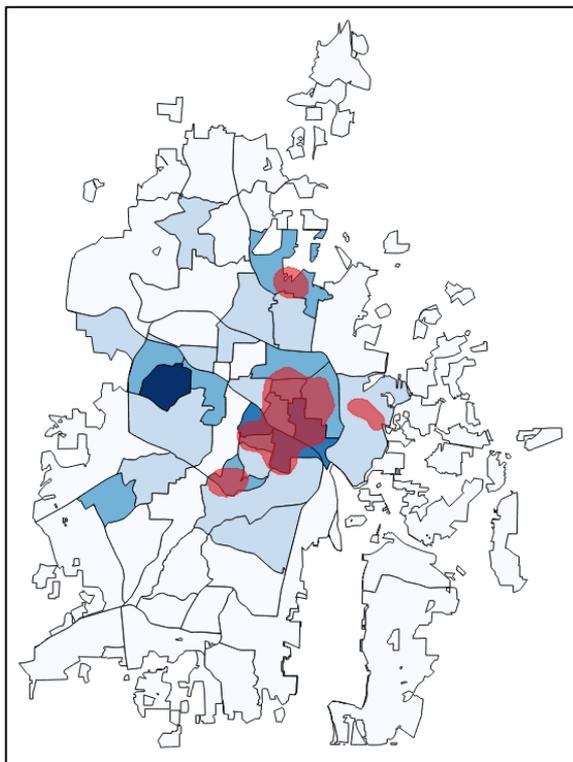


# Gun-related homicides and aggravated assaults also tend to occur in the same areas with high poverty rates, low educational attainment and communities of color

Gun Homicide/Gun Aggravated Assault Density and Poverty, 2009-2013

Gun Homicide/Gun Aggravated Assault Density and Education, 2009-2013

Gun Homicide/Gun Aggravated Assault Density and Race, 2009-2013



 Highest (Kernel) Density of Gun Homicides and Gun Aggravated Assaults

Percentage of Residents in Poverty  
Low    High

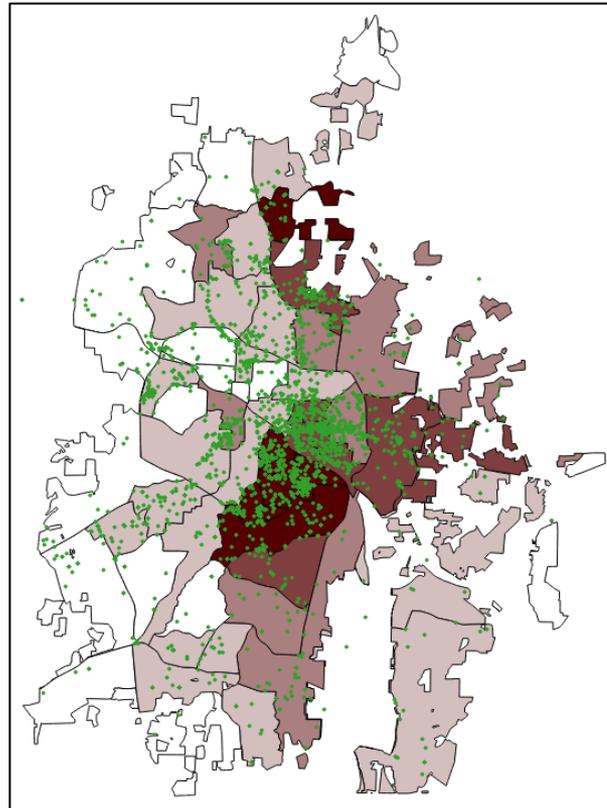
Percentage of Residents without High School Diploma/GED  
Low    High

Percentage of Residents Who Are Black  
Low    High

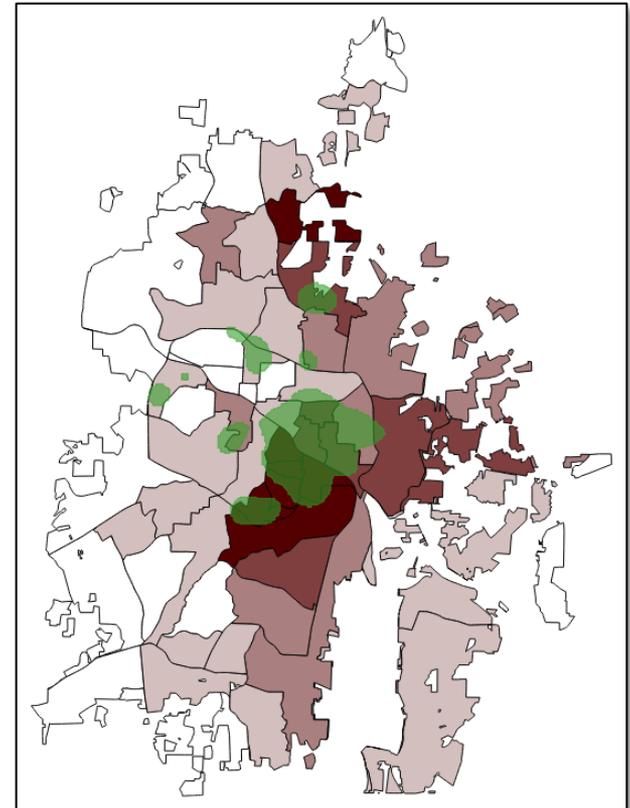


# Misdemeanor marijuana arrests also occur in areas with a high percentage of black residents

Adult (16+) Misdemeanor Marijuana Arrests and Race, 2009-2013



Adult (16+) Misdemeanor Marijuana Arrest Density and Race, 2009-2013



## Marijuana Arrests and Race

- ▶ National data\* indicate little difference in rates of illicit drug use among whites (9.5 percent) and blacks (10.5 percent)
- ▶ Despite this fact, the areas of Durham with the highest density of misdemeanor marijuana arrests also tended to have a high percentage of black residents

\*Source: Substance Abuse and Mental Health Services Administration, "Results from the 2013 National Survey on Drug Use and Health: Summary of National Findings," available online at <http://www.samhsa.gov/data/sites/default/files/NSDUHresultsPDFHTML2013/Web/NSDUHresults2013.pdf>, p. 26.

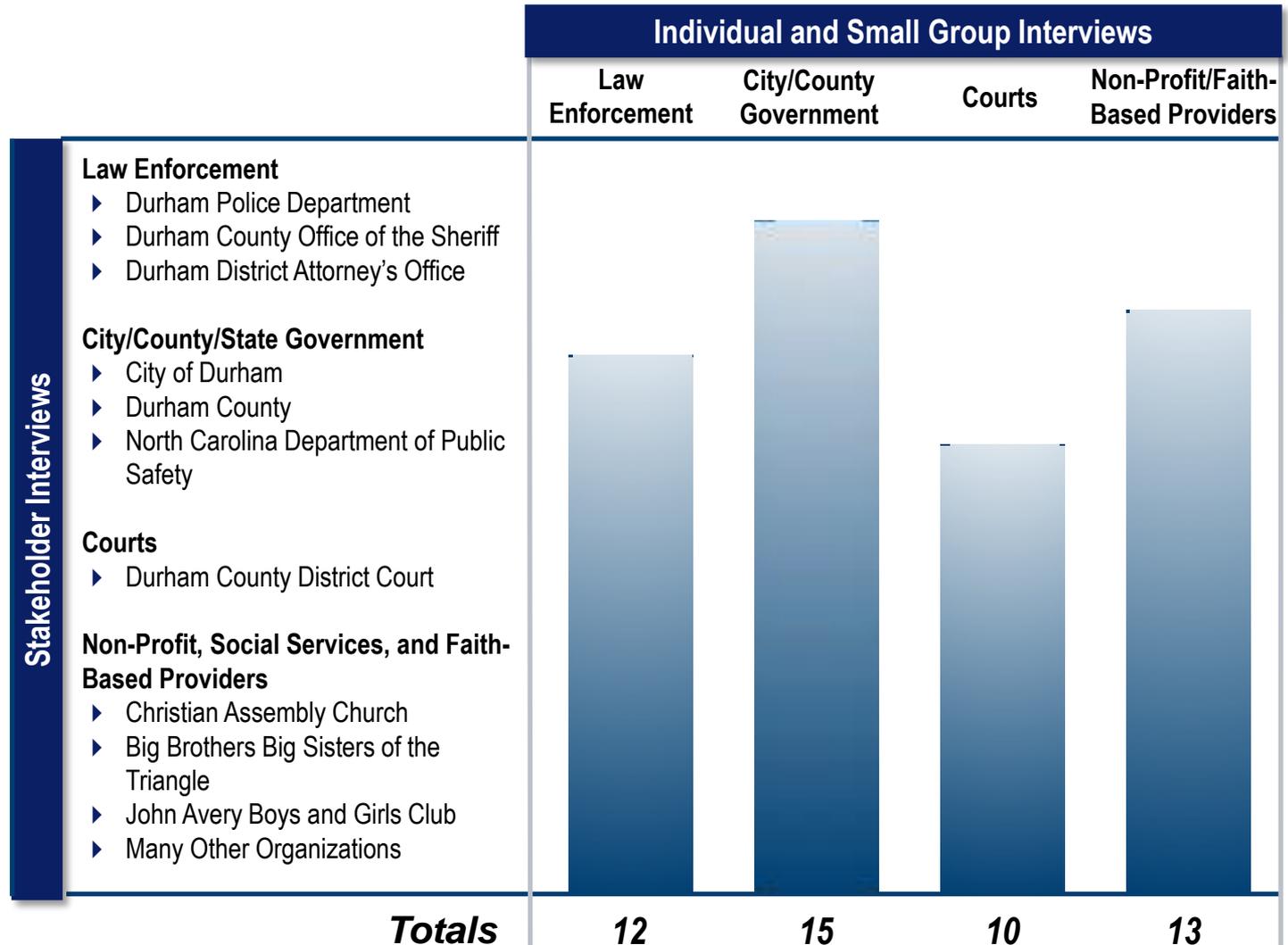
● Marijuana Arrest Location

Low  High % Black Residents

 Highest Marijuana Arrest (Kernel) Density



# During the Diagnose phase, the Diagnostic Center collected structured data and conducted 50 interviews with stakeholders



# Stakeholders described strengths in Durham's responses to violent crime and community-police relations

## Durham Police Department

### DPD offers key training programs to its officers

- ▶ All academy graduates complete a Problem-Oriented Policing (POP) project
- ▶ All officers receive Fair and Impartial Policing training

### DPD developed a Mental Health Outreach Program and Crisis Intervention Team

- ▶ DPD partners with mental health providers for responding to calls for service with a mental health or substance abuse component, and provides crisis intervention training for new recruits and in-service training

### DPD has developed a high-quality Crime Analysis Unit

- ▶ Excellent data analysis capabilities to support crime analysis and decision-making in the department

### DPD has developed strong Community Outreach initiatives

- ▶ Durham was named a Top 10 city for National Night Out, an annual event promoting crime prevention, police-community partnerships and community camaraderie
- ▶ DPD participates in Police READS (Reading Enrichment Activities in Durham Schools), where officers read to students in schools
- ▶ DPD provides funding for a YouthBuild worker

## City of Durham

### Crime has declined significantly since 2000

- ▶ Durham's violent crime rate decreased 30% and its property crime rate decreased 41% from 2000 to 2013
- ▶ In a comparison to four North Carolina cities, Durham's violent crime trends are lower or similar to its peers

### Durham has a wide range of social services and community programs to address the needs of residents

- ▶ Examples include the East Durham Children's Initiative, Project BUILD, the Criminal Justice Resource Center and El Centro Hispano

### Durham has a large and engaged faith-based community

- ▶ Examples include the Religious Coalition for a Nonviolent Durham and Durham CAN (Congregations, Associations and Neighborhoods)



# Despite these positive signs, stakeholders identified several key challenges Durham faces

## Key Challenges

### Community Barriers

- ▶ Lack of communication and coordination between city leaders/police and service providers on the street
- ▶ Lack of community resources and opportunities in high-poverty areas
- ▶ Lack of coordination and collaboration among organizations and agencies
- ▶ Significant income and educational disparities

### Gaps in Responses to Violent Crime

- ▶ Need for a coordinated response bringing together all sectors in the community
- ▶ Lack of proactive, long-term strategies to address gun violence
- ▶ Failure to replace S.T.A.R.S. with an effective program
  - Periodic offender call-ins not seen as successful and particularly lacking in community involvement
- ▶ Concern over the increasing organization of gangs and their role in gun violence

### Limitations of the VCRR

- ▶ Limited membership (mostly representatives of law enforcement and criminal justice agencies)
- ▶ Lack of transparency; few community members are aware of the group or its purpose
- ▶ No mission or clear purpose

### Perceived Poor Image of DPD in Media

- ▶ DPD personnel and others in the community perceive DPD is presented in a negative light by local media
- ▶ Specific perceptions include the following:
  - DPD consistently gets negative press, including an inordinate amount of attention to a small number of events
  - Local media do not cover DPD's positive activities
  - Local media do not cover stories about declining crime and violence
- ▶ DPD is hiring a public information officer (PIO) to improve public/media relations



# Despite these positive signs, stakeholders identified several key challenges Durham faces

## Key Challenges (continued)

### Differing Perceptions between Police and Community

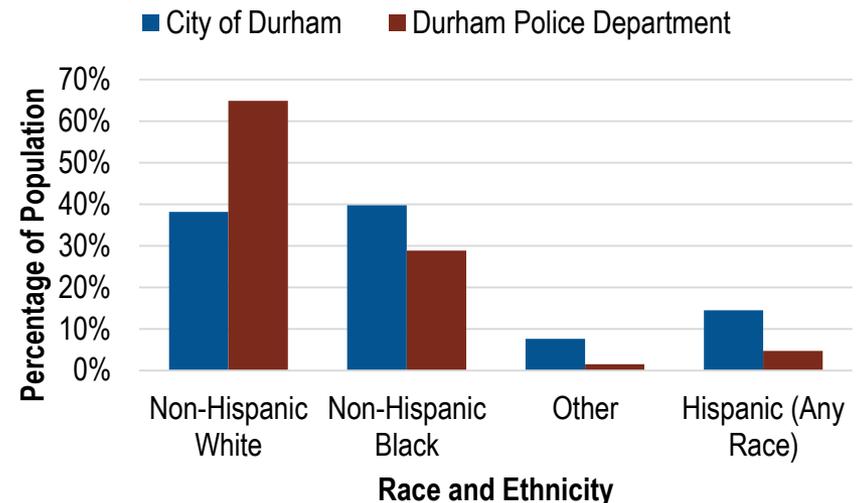
#### Police

- ▶ Citizens, particularly from minority communities, do not understand the job of the DPD
- ▶ Minority communities fail to understand why there is heavier enforcement in higher crime neighborhoods
- ▶ DPD's relationship with the minority community is improving

#### Community

- ▶ Police do not leave their cars and engage with the community enough
- ▶ Police scrutinize young black men more than others for marijuana possession and often try to "bait" them into confrontations
- ▶ DPD's priorities result in disparate impacts on communities of color
- ▶ DPD's racial/ethnic composition does not match the community's
  - This mismatch may not be as skewed as perceived—see chart at right

### Populations by Race and Ethnicity



Source: [American Community Survey](#) and Durham Police Department (2015)

### Racial and Ethnic Diversity

- ▶ DPD is whiter than Durham as a whole, but it has a meaningful level of diversity within its ranks
- ▶ Less than 2/3 of DPD personnel are non-Hispanic whites
- ▶ About 29% of DPD personnel are black
- ▶ Only a little more than half of DPD personnel above the rank of Lieutenant are non-Hispanic white
- ▶ DPD recruits are slightly less diverse than DPD as a whole



# The Diagnostic Center identified several model programs for gun violence reduction and youth violence prevention

## Gun Violence Reduction Strategies

Strategy      Model Programs

Using POP Approaches in Persistent Hot Spots

Boston Smart Policing Initiative

Targeting Offenders in Persistent Hot Spots

Los Angeles Smart Policing Initiative

Public Health/Using Violence Interrupters

Cure Violence (Chicago)

Focused Deterrence

Kansas City Smart Policing Initiative

Indianapolis Violence Reduction Partnership

Operation Ceasefire (Boston)

Source: [CrimeSolutions.GOV](http://CrimeSolutions.GOV), [SmartPolicingInitiatives.com](http://SmartPolicingInitiatives.com)

## Youth Violence Prevention Programs

### Aggressors, Victims and Bystanders: Thinking and Acting to Prevent Violence

A curriculum designed to prevent violence and inappropriate aggression among middle school youth, particularly those living in environments with high rates of exposure to violence.

### Communities That Care (CTC)

A community-level intervention that mobilizes stakeholders to collaborate on selecting and implementing evidence-based prevention programs designed to prevent youth problem behaviors, such as substance abuse and delinquency.

### Curriculum Based Support Group Program

A support group intervention designed to increase resiliency and reduce risk factors among children and youth ages 4-17 who are identified as being at an elevated risk for early substance use and future delinquency and violence.

### Multisystemic Therapy® (MST®)

A juvenile crime prevention program to enhance parenting skills and provide intensive family therapy to troubled teens and delinquent teens that empower youth to cope with the family, peer, school and neighborhood problems they encounter—in ways that promote pro-social behavior while decreasing youth violence and other antisocial behaviors.

### SANKOFA Youth Violence Prevention Program

A strengths-based, culturally-tailored preventive intervention for African-American adolescents ages 13-19. The goal is to equip youth with the knowledge, attitudes, skills, confidence and motivation to minimize their risk for involvement in violence, victimization due to violence and other negative behaviors.

Source: *Substance Abuse and Mental Health Services Administration's National Registry of Evidence-Based Programs and Practices, Blueprints for Healthy Youth Development*

# In line with the model practices, principles of procedural justice can build community trust and enhance police accountability

## Key Components of Procedural Justice\*

- ▶ **Voice** – perception that the community member's side of the story has been heard
- ▶ **Respect** – perception that police officers treat community members with dignity and respect
- ▶ **Neutrality** – perception that the decision-making process is unbiased and trustworthy
- ▶ **Understanding** – perception that community members comprehend the process and how decisions are made
- ▶ **Helpfulness** – perception that system players are interested in each person's personal situation to the extent that the law allows

## Guiding Principles for Police-Citizen Contacts\*\*

- ▶ Allow for citizen participation (give individuals the opportunity to state their case)
- ▶ Demonstrate fairness and neutrality
- ▶ Treat people with dignity and respect
- ▶ Demonstrate trustworthiness

- ▶ Every police-citizen contact is an opportunity to build public confidence in police, or alternatively, to cause tension and erode public trust.\*\*\*
- ▶ Research shows that people who perceive they are treated fairly and respectfully by police report positive impressions of law enforcement even if the interaction results in a sanction.\*\*\*\*
- ▶ Police agencies must also model principles of procedural justice in how officers are treated within the organization.

\*Horowitz, Jake. "Making every encounter count: Building trust and confidence in the police." *NIJ Journal*, (2007): 8-11.

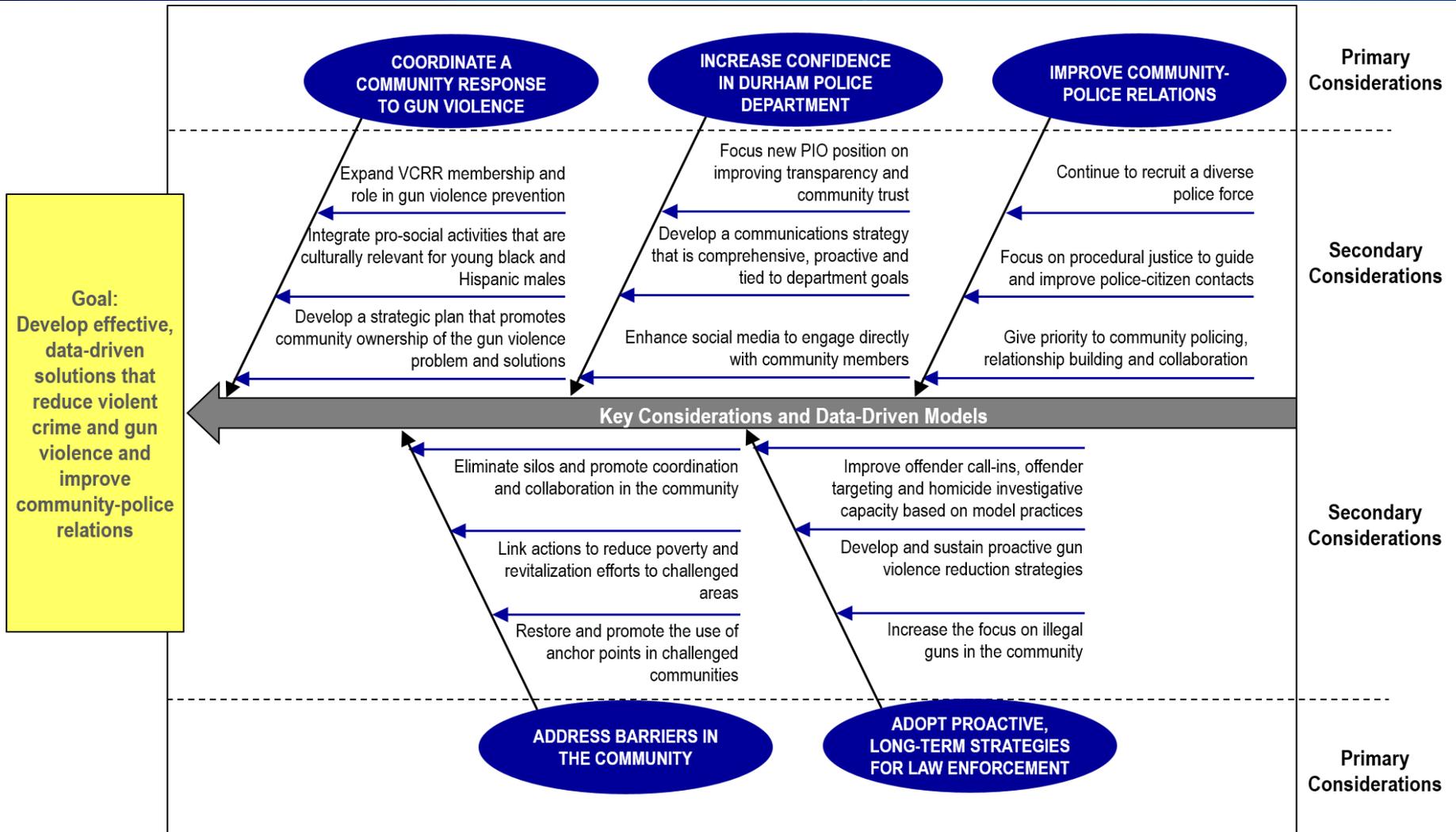
\*\*Tyler, Tom R. and Jeff Fagan. "Legitimacy and cooperation: Why do people help the police fight crime in their communities?" *Ohio State Journal of Criminal Law*, 6 (2008), 231-275.

\*\*\*Tyler, T. R. "Why people obey the law." New Haven: *Yale University Press* (1990).

\*\*\*\*Mazerolle, L., Antrobus E., Bennett, S., and Tyler, T.R. "Shaping citizen perceptions of police legitimacy: A randomized field trial of procedural justice." *Criminology*, 51, 33-63



# The Diagnostic Center identified model practices to address the contributing factors revealed in the Diagnose phase



# The Diagnostic Center proposes training and technical assistance to address violent crime and improve community-police relations

## Training and Technical Assistance Plan

### Coordinated Response to Gun Violence

**Overview:** Enhance the work of the Violent Crime Reduction Roundtable by providing technical assistance through a neutral facilitator who will work with VCRR to create a strategic plan for addressing gun violence and gaining community-wide ownership of the problem and solutions.

### Community Confidence in DPD

**Overview:** Build capacity to improve DPD's communication with local media and increase transparency and community trust through technical assistance designed to define the work of DPD's public information officer and integrate strategic communications into the department.

### Long-Term, Proactive Law Enforcement

**Overview:** Build capacity for DPD to sustain proactive law enforcement strategies by leveraging peer-to-peer relationships with police departments that have successfully deployed model gun violence reduction programs and enhanced homicide investigative capacity.

### Community-police Relations

**Overview:** Build capacity to expand community engagement and integrate community policing at all levels by leveraging peer-to-peer relationships with police departments that have:

- ▶ Successfully integrated community policing, collaboration and procedural justice training in the department.
- ▶ Created a successful and ongoing relationship with the faith-based community.



# Next Steps and Contact Information

## Next Steps

- ▶ Develop an implementation plan based on the priorities Durham selects
- ▶ Identify specific training and technical assistance to support an implementation plan

## Contact Information for the OJP Diagnostic Center

### Your Community Leader:

Karmisha R. Wallace  
Senior Assistant to the City Manager  
City Manager's Office, City of Durham

### Your Senior Diagnostic Specialists:

Hildy Saizow                      Scott H. Decker, Ph.D.  
[hsaizow@cox.net](mailto:hsaizow@cox.net)                      [scott.decker@asu.edu](mailto:scott.decker@asu.edu)



### Main Telephone Number:

(855) OJP-0411 (or 855-657-0411)

### Main Email:

[contact@OJPDiagnosticsCenter.org](mailto:contact@OJPDiagnosticsCenter.org)

### Website:

[www.OJPDiagnosticsCenter.org](http://www.OJPDiagnosticsCenter.org)

