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State of Crime, 2018: A Look at Crime and Crime Response Needs in East Baton Rouge Parish

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STATE OF CRIME: 2018

A LOOK AT CRIME AND CRIME RESPONSE NEEDS
IN EAST BATON ROUGE PARISH

**EAST BATON ROUGE DISTRICT ATTORNEY'S OFFICE
COMMISSIONED BY HILLAR C. MOORE, III, DISTRICT ATTORNEY
March 2, 2018**

**PREPARED WITH ASSISTANCE FROM THE LSU SOCIAL RESEARCH AND
EVALUATION CENTER**

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EXECUTIVE SUMMARY

Hillar C. Moore, III, East Baton Rouge Parish District Attorney, commissioned the development of *A Look at Crime and Crime Response* to gather the perspective and recommendations of the law enforcement community and those agencies with whom law enforcement works, regarding the parish homicide rate and related criminal activity. The public perception of crime in East Baton Rouge Parish has elicited fear among citizens and a desire among the business community and public officials to develop a plan to combat a historically high rate of homicide.

This Concept Paper is not an academic endeavor; rather it is a compilation of views and experiences from the “front line” of law enforcement officers, social service providers, and the academic partner for the District Attorney’s office, LSU. In this paper, you will witness the experiences and opinions of those persons who deal with crime problems on a daily basis.

Additionally, through this initiative, we have developed a specific list of the actions we feel must be considered if Baton Rouge is to have a modern, state-of-the-art law enforcement system. Our law enforcement leaders are frequently asked what it would take to deal with the crime problem more effectively. The answers to these questions are found throughout this paper, including the most urgent actions and corresponding cost estimates. Obviously, it will take a long-term plan to obtain the funding that is required to ameliorate many of these issues, but we have to start somewhere. This discussion, followed by community dialogue, is a starting point.

The primary problems that the law enforcement community have prioritized include: staffing; prison and juvenile complex conditions; mental health infrastructure; juvenile crime; truancy and trauma-affected children and youth; domestic violence; witness intimidation; illegal gun violence; support for the Crime Strategies Unit; on-going statistical and academic support; community engagement and police legitimacy; blight and environmental influences; substance abuse disorders; and the need for technological support from license plate readers, crime cameras, ShotSpotter, and real-time crime centers. The top projects identified by the law enforcement community related to funding needs include:

- Filling EBRSO and BRPD vacancies to increase effectiveness in fighting crime
- Building a new, more efficient parish prison facility
- Building a new juvenile complex
- Building and operating the Bridge Center for Mental Health and Substance Abuse Disorders
- Implementing an updated focused deterrence program as a collaborative initiative of all agencies
- Implementing a targeted illegal gun strategy
- Maintaining the multi-agency Crime Strategies Unit along with academic support
- Expanding technological support—license plate readers, ShotSpotter, crime cameras, and a real-time crime center

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Current Initiatives and Recommendations for the Future

The LSU Social Research and Evaluation Center

STATE OF CRIME: 2018

A LOOK AT CRIME AND CRIME RESPONSE NEEDS IN EAST BATON ROUGE PARISH

BACKGROUND

Building upon the foundation established for the Baton Rouge Area Violence Elimination (BRAVE) project in 2012, Baton Rouge (BR) law enforcement agencies have significantly improved their use of data in responding to crime. Nationally, a variety of data-driven approaches has been effectively applied to the prevention of crime as well as the apprehension of criminals. Baton Rouge has followed this trend, generally experiencing more effective law enforcement outcomes than previously encountered. The implementation of data-driven crime approaches has not only demonstrated increased effectiveness in prevention and intervention, but has removed subjectivity from criminal investigation and apprehension. The use of these evidence-based approaches to collaboratively problem-solve, increase community engagement, and guide police action has a significant impact when implemented with fidelity and consistency. For example, a serial murderer was recently apprehended in less than one week due to the availability and sharing of valuable data among law enforcement agencies. Previously, it has taken months to track down the whereabouts of a violent offender.

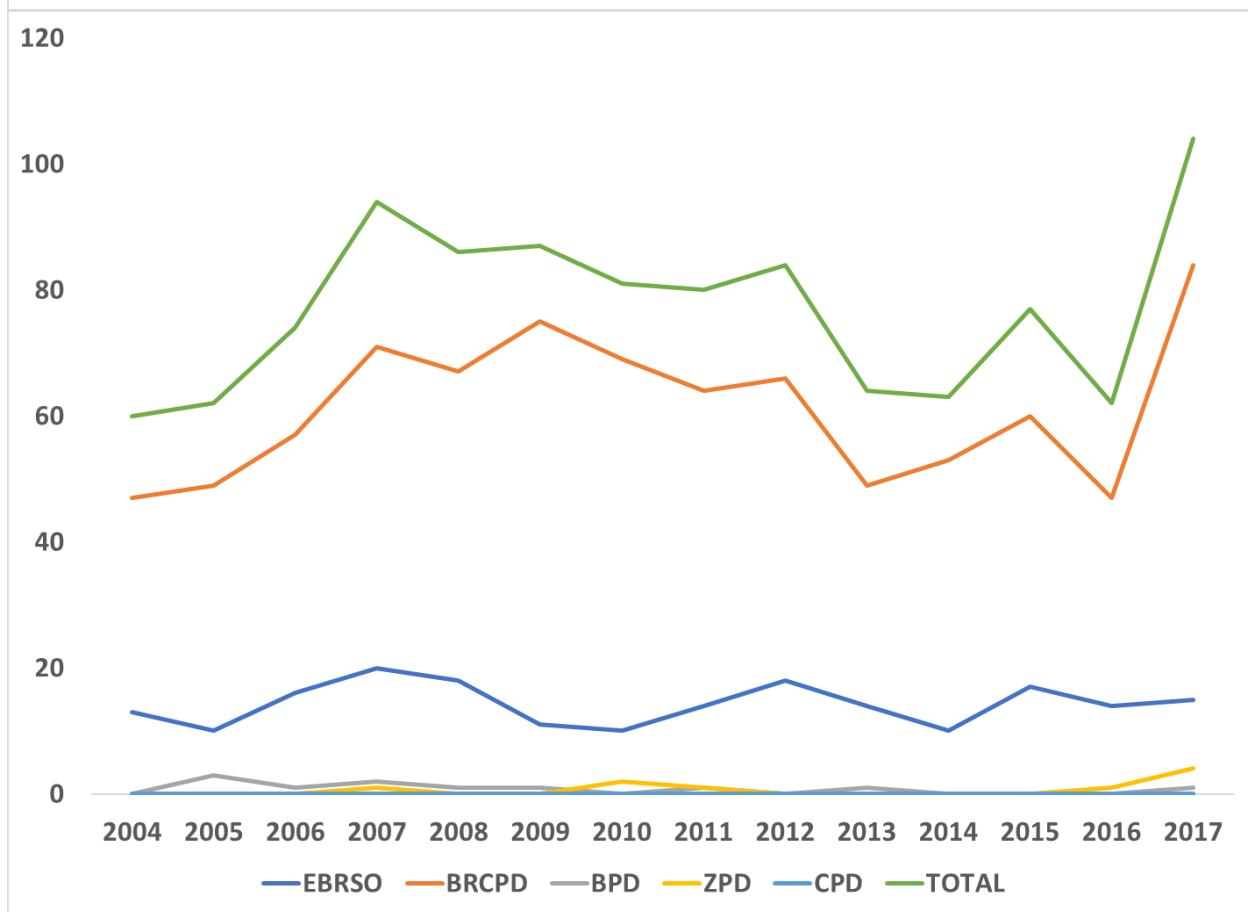
The incidence of crime, clearly documented through empirical research and communicated through evidence-based police practices, is driving intense concern about the 2017 homicide rate in the City-Parish. This rise in homicides is virtually unprecedented and is even more troubling following 2016's historically low rates of homicide. (14.4 per 100,000, FBI, UCR, 2016–17). The increased homicide rate also occurred at a time that the City-Parish experienced an overall decrease in crime, including a continual decrease in violent crime from 2012. As law enforcement personnel and Baton Rouge leaders examine these troubling trends, it is important to examine causal factors that have contributed to the high homicide rate so that action can be taken to reduce the incidence of homicide and continue to foster the overall decrease in crime.

Many causes have been ascribed to this rise in homicides, specifically including a post-flood analysis offered by Dr. Edward Shihadeh of LSU: “Right after August, sometime in October and November, we saw a spike in crime. When we are talking about 100,000 people rendered homeless as a result of the flood, it has an enormously disorganizing, scrambling effect on the community. When a community becomes disorganized, maybe from a weather event, or a huge economic event—something that disorganizes it—you will see a rise overall in the entire community until the city has a chance to reorganize itself.” The flood may have had a recent effect on top of the long-recognized drivers of crime in Baton Rouge including poverty, unemployment, broken homes, high drop-out rates, and underutilization of educational opportunities.

Table 1
UCR Homicides by Agency

YEAR	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
EBRSO	13	10	16	20	18	11	10	14	18	14	10	17	14	15
BRPD	47	49	57	71	67	75	69	64	66	49	53	60	47	84
BKPD	0	3	1	2	1	1	0	1	0	1	0	0	0	1
ZPD	0	0	0	1	0	0	2	1	0	0	0	0	1	4
CPD	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	60	62	74	94	86	87	81	80	84	64	63	77	62	104

Table 2
UCR Homicide Trends by Agency



CURRENT STATUS OF CRIME IN BATON ROUGE

Compounding Challenges

What we know from actual law enforcement data in BR is that homicides, domestic violence murders, and counts of gun discharges have never been higher. While homicides have increased, other classifications of crime have consistently decreased. We also know that the most serious crime is taking place in very few identifiable areas of town. To exacerbate the situation, the state has taken action to release hundreds of inmates back into the BR community in an attempt to deal with the prison overcrowding situation. Despite the best efforts of personnel with the Department of Corrections, virtually every “returning citizen” is released with no resources and little protective social network. Local law enforcement agencies are working with Probation and Parole to develop resource workshops and “call-ins” to alert the former offenders to the dangers facing them in the community, especially regarding the problem with gun violence. A recent study found that virtually every perpetrator and victim of a homicide had a previous interaction with the Department of Corrections for other illegal behaviors. BR continues to struggle with the lingering impact from the Alton Sterling officer-involved shooting and the subsequent shooting deaths of three police officers. In order to create an atmosphere of legitimacy between law enforcement and the community, a great deal of outreach, engagement, and dialogue must take place before BR can overcome the current fragmentation.

Types of Crime Intervention That Work

Focused Deterrence. There are numerous crime-fighting strategies that are effective in dealing with the high homicide rate the City has experienced. Top among the evidence-based practices is focused deterrence. One of the methods tested in the BR community was the violence-prevention project BRAVE. A recent meta-analysis (Braga, Weisburd, and Turchan, 2018) found that focused deterrence strategies are significantly associated with an overall crime reduction effect. The evaluative findings from the BRAVE project also found focused deterrence to be effective in reducing crime, reiterating findings from numerous studies across the country (Braga and Kennedy, 2012; Papachristos, Meares, and Fagan, 2007; Kennedy, Kleiman, and Braga, 2017; and Engel, 2018). Focused deterrence targets the criminal activity of young gang and group members. In the BR BRAVE project, focused deterrence is the primary factor found to explain the City’s decrease in violent crime. The decrease of 25% over the life of the project saved 80 lives from death and another 80 lives from incarceration for life. Professor David M. Kennedy, the Director of the National Network for Safe Communities at John Jay College of Criminal Justice in New York believes a focused deterrence approach has also proven effective for intimate partner

violence. The first three years of implementation in High Point, North Carolina saw a 14% reduction in overall domestic violence offenses.¹

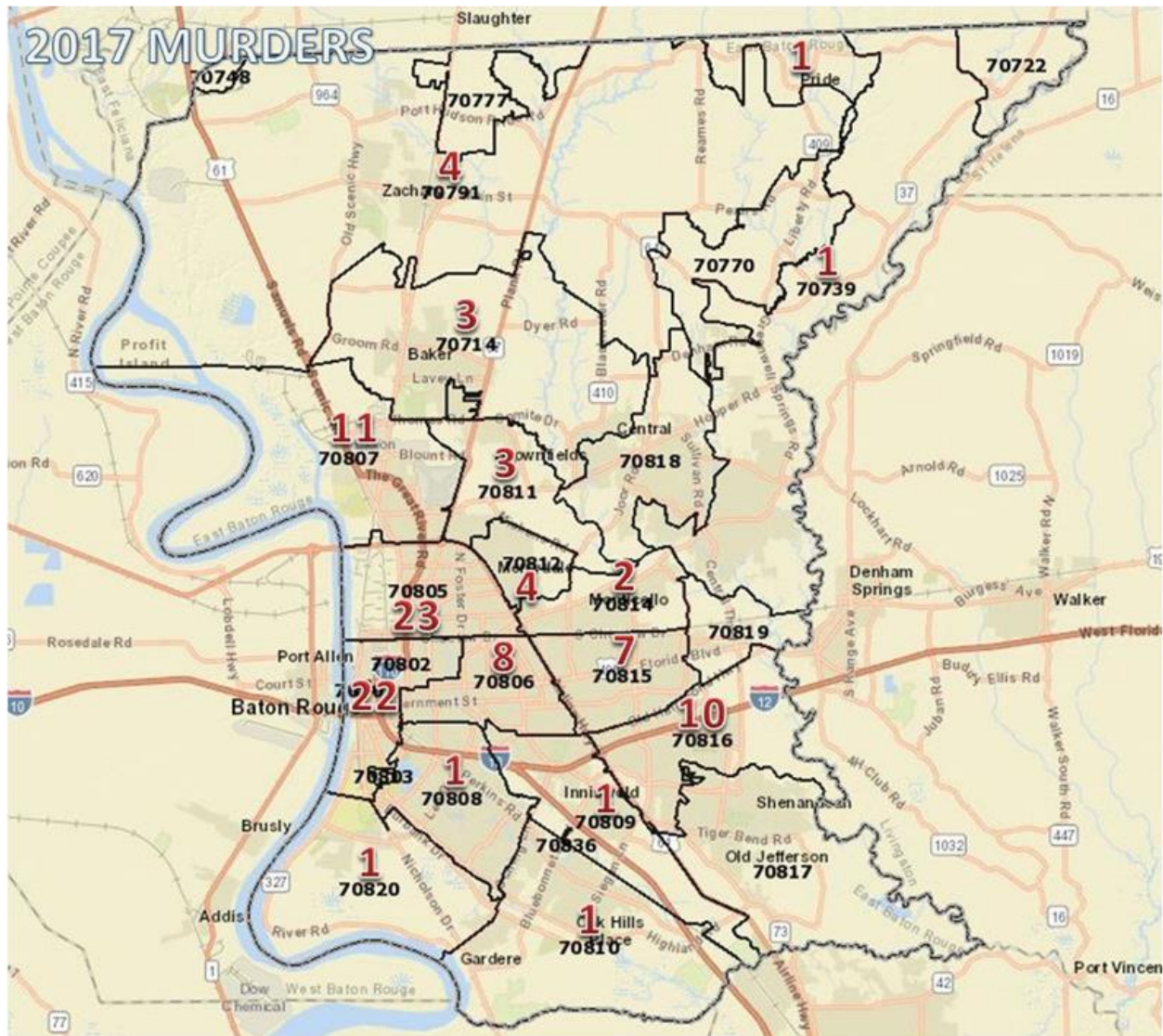


Figure 1. Map of 2017 Homicides

¹ <http://www.bwjp.org/resource-center/resource-results/north-carolina-offender-focused-deterrence.html>
(downloaded 12/30/17)

Hotspot Policing. This involves deploying police where crime is consistently present at high rates, sustaining the police presence there, and remaining focused until the criminal activity is minimal. The effectiveness of hotspot policing has been clearly demonstrated in New York and Atlantic City.²

Targeted Illegal Gun Strategy. Intelligence led operations targeting illegal guns, including the illegally carrying of weapons, in hotspot areas have been shown to reduce illegal gun behavior. Key elements of a targeted illegal gun strategy are that officers are dedicated to the program, do not have to respond to 911 calls, and are trained in citizen interaction and gun seizure.³

Technology. Certain types of technology can reduce violent crime. Nationally and locally, ShotSpotter technology has been used to solve murders and deter crime, though perhaps less significantly in the number of cases relative to the total number of shootings reported.⁴ License Plate Recognition (LPR) technology has also been used to solve murders and deter crime.⁵ National Integrated Ballistic Information Network (NIBIN) technology also links crimes on the basis of identification of the same gun being used across multiple crimes.⁶

Types of Crime Intervention That Do Not Work

Saturation policing or patrols do not work by themselves, but an overall increase in police resources that leads to more arrests does work. Studies have repeatedly found that simply increasing patrols does not have a marked effect on reducing crime.⁷ Yet, having sufficient officers present to conduct law enforcement operations remains a critical component of crime reduction: “During the 1990’s, crime rates in New York City dropped dramatically, even more than in the United States as a whole. Violent crime declined by more than 56 percent in the City, compared to about 28 percent in the nation as a whole. Property crimes tumbled by about 65 percent, but fell only 26 percent nationally.” One explanation given was that the police force in New York City grew by 35 percent in the 1990’s. This allowed for an increase in arrests, a police measure that most consistently reduces crime. Felony arrest rates (except for motor vehicle thefts) rose 50 to 70 percent in the 1990s. When arrests of burglars increased 10 percent, the number of burglaries fell 2.7 to 3.2 percent. When the arrest rate of robbers rose 10 percent, the number of robberies fell 5.7 to 5.9 percent. In the case of murder, the decline was 3.9 to 4 percent; in the case of assault, 2 to 2.4 percent; and for motor vehicle theft, 5 to 5.1 percent.⁸

² <https://thecrimereport.org/2011/10/17/2011-10-the-new-york-miracle/> (downloaded 12/06/17).

³ <https://nij.gov/topics/crime/gun-violence/prevention/pages/directed-patrols.aspx> (downloaded 12/06/17).

⁴ <https://www.forbes.com/sites/mattdrange/2016/11/17/shotspotter-struggles-to-prove-impact-as-silicon-valley-answer-to-gun-violence/#7353f36831cb> (downloaded 12/06/17).

⁵ <https://www.policeone.com/police-products/traffic-enforcement/license-plate-readers/articles/5765321-How-automatic-license-plate-readers-contributed-to-one-towns-drop-in-crime/> (downloaded 12/06/17).

⁶ <https://www.atf.gov/firearms/triple-murder-solved-nibin> (downloaded 12/06/17).

⁷ scholarworks.sjsu.edu/cgi/viewcontent.cgi?article=8222&context=etd_theses San Jose State University SJSU ScholarWorks, Master's Theses Master's Theses and Graduate Research, Spring 1978, *Saturation patrol as a deterrent to crime*, Erasmo J. Compatore (downloaded 12/06/17).

⁸ <http://www.nber.org/digest/jan03/w9061.html> (downloaded 12/6/17).

How Can Baton Rouge Close the Gap?

1. Baton Rouge must fill current departmental vacancies. Due to the retirements of aging baby-boomers from the force and less than competitive salaries, both agencies find themselves down nearly 100 officers each (EBRSO: 105; BRPD: 60), having a direct impact on the number of officers assigned to uniform patrol and critical investigations (e.g., homicides). This shortage is compounded by under-enrolled academy classes caused by various negative views and nationally and regionally low law enforcement pay. The cost of adding these officers is estimated at \$16 million, however, these positions are currently vacant and funded in each agency's budget.
2. Baton Rouge must replace its prison and juvenile justice complexes. Both of these facilities were constructed in the 1960s and are in disrepair and ill-suited to provide a modern corrections and rehabilitation environment. Improving these facilities with a focus on rehabilitation can reduce the recycling of these prison and juvenile populations. Three previous bond attempts, at an estimated cost of \$250 million (\$200 million for the prison, \$50 million for the juvenile complex), have failed.
3. Baton Rouge must provide for mental health interventions to eliminate the incarceration of the mentally ill as a direct consequence of a totally inadequate mental health infrastructure. One previous bond attempt for a mental health triage facility, at an estimated cost of \$5 million per year to operate, has failed.
4. Baton Rouge must address the drivers of its 2017 homicide rate (of 76 classified):
 - Group Member Involved – 21 (28%)
 - Robbery – 14 (19%)
 - Domestic Violence – 13 (18%)
 - Disputes – 9 (12%)
 - Drugs – 8 (8.5%)
 - Other – 11 (14.5%)

We believe the 28 percent group member involved defined homicides is clearly a lower bound representation of the entire group member involved homicides as some of the homicides classified in other areas including robbery, disputes, drugs and other are likely also group member involved, increasing the representation of both to 40% and 13%, respectively. From the data above, BRAVE's direct impact can be measured as Group Member Involved homicides accounted for 56% of all homicides in 2012. What has changed, not for the better, is the appearance of gun-involved robberies and domestic violence murders as significant drivers of BR's homicide rate.

The only proven strategy to accomplish a reduction in homicides is a re-energized group violence reduction strategy to replace and re-fund the BRAVE effort that produced both short-term and long-term reductions in violent crime among youth through its focus on young group members. The cost to do this is estimated at \$250,000 annually to provide for one case manager, one outreach coordinator, one executive director, and limited funding to continue some research support from LSU.

5. Baton Rouge must utilize a targeted illegal gun strategy to reduce gun violence and gun-related robberies occurring in high-crime neighborhoods. The strategy can be operated in parallel with a group violence reduction strategy, as is currently being done in Stockton, California. The costs to implement such a program would include public service announcements to educate the community about illegal guns, CrimeStoppers rewards for turning in illegal guns and illegal gun carriers, membership in the National Network for Safe Communities for Consultant support (\$300,000) and enhancement of our NIBIN technology resources for another comparison microscope at our crime lab (\$55,000). The total cost is estimated at \$355,000.
6. Baton Rouge must implement a focused deterrence strategy for domestic violence. The cost of this effort is \$25,000 annually for consulting support from the National Network of Safe Communities that has developed similar programs in other cities.
7. Baton Rouge must fund the Baton Rouge Crime Strategies Unit that provides intelligence policing and intelligence prosecution crime analysis. Current funding has been provided by reducing much needed staff elsewhere in the District Attorney's office. The cost of this unit to the District Attorney's office is \$400,000 annually.
8. Baton Rouge must develop and employ a Real-Time Crime Center as a place to consolidate real-time law enforcement data streams including dispatch calls, GIS mapping, GIS-based unit reporting, cell phone location, criminal investigative records, criminal history records, probation and parole records, and citizen and government public video. The arrival of real-time crime data allows for the development of real-time police response to active crime incidents. The cost of establishing this center is estimated at more than \$1.5 million.
9. Baton Rouge must increase the adoption of crime reduction technologies by doubling ShotSpotter coverage of hotspot crime areas at a cost of an additional \$250,000 in annual support costs, by significantly increasing LPR technology from 31 units to 76 units at a cost of \$675,000, by adding an additional 75 crime cameras at a cost of \$525,000, and by developing a common video repository for law enforcement to receive business and residential camera feeds (hosted by a nonprofit) and city and state DOT street camera feeds (hosted by the LSU Center for Computation and Technology).

Juvenile Crime

By Curtis Nelson, Juvenile Section Chief and Courtney Myers, Juvenile Prosecutor, EBRDA

Juvenile Violent Crime is Decreasing

The number of murders and attempted murders being committed by youths under the age of seventeen has decreased in East Baton Rouge Parish (EBRP). In fact, the number of violent crimes being committed by juvenile offenders in EBRP continues to decrease. When reviewing data from the EBRP Department of Juvenile Services, the trend is that violent juvenile crime is decreasing⁹. In 2007 there were 222 youths arrested and booked for the commission of a violent juvenile crime. In 2008 there were 241, in 2009 there were 195, and in 2010 there were 195. In 2011 the number increased to 208 and likewise in 2013, to 225. Beginning in 2014 through 2016, however, the number of arrests and bookings for violent juvenile crime continued to decrease (189, 168, and 158, respectively).

This decrease in violent juvenile crime is consistent with the District Attorney's (DA) internal data concerning the number of juvenile offenders transferred for adult prosecution pursuant to La. Ch.C. article 305. In 1996, our office transferred 17 juveniles for adult prosecution¹⁰ (the crimes included murder, robbery, and rape). Over the last ten years, we have seen a steady decrease in the number of juveniles transferred for adult prosecution¹¹. In 2013 our office transferred four juvenile offenders; in 2014, five juvenile offenders; in 2015 two juvenile offenders, and in 2016, again, only two juvenile offenders. The decrease in the number of transfers is attributed to the DA's implementation of violent juvenile prosecutors focusing on high-risk and violent juvenile offenders. Additionally, the BRAVE program was instrumental in breaking up many neighborhood cliques and gangs. For the last 10 years, our office has focused on targeting the high-risk youths in the community and prosecuting their cases in a manner that removes them from the community immediately. Arguably, the use of the collaborative measures (violent crime juvenile prosecutors, the use of adult transfers, and BRAVE) correlates with the reduction of violent juvenile offenders within the community. We believe the BRAVE program for juvenile violent crime deterrence must continue as the results are positive in reducing juvenile crime.

Overall, the internal data within the DA's Office, as well as from the Louisiana Supreme Court annual report, would suggest that the number of petitions being filed by the 19th Judicial District Juvenile Section is declining¹². In 2009, we filed 3,788 delinquency petitions, but only filed 3,243 in 2010. In 2011 the number of filings increased to 3,641, followed by 3057 in 2012

⁹ See Department of Juvenile Services spreadsheet of detention bookings from 2000 through 2016.

¹⁰ See 1996 Juvenile Transfer Log.

¹¹ Subsequent years for the transfer logs are available upon request.

¹² See DA Annual Measures (12/31/16), Case365 Report 01/01/2016 through 01/01/2017, and Case365 01/01/2017 through 12/22/2017.

and 2583 filings in 2013 and 2619 in 2014. The filings increased to 3220 in the year 2015, but decreased to 2550 in 2016. We believe that the decrease is consistent with a general decrease in violent juvenile crime as reported earlier.

Change in Criminal Age Will Increase Juvenile Crime Numbers

We do expect the number of filings to increase with the first phase of the Raise-the-Age legislation. Effective July of 2018, all seventeen-year-olds arrested for non-violent crimes will be prosecuted as juveniles (instead of adults). This will likely increase juvenile crime and juvenile court numbers by as much as 25% (or 1,000 new files) as those previously arrested for adult court will now be arrested for juvenile court.

Juvenile Sex Crimes

Our office continues to see a steady rate of sex-related offenses committed by juveniles within a familial setting. Often the perpetrators have some familial relationship. Within the State of Louisiana, a child under the age of thirteen cannot legally give consent to sex; therefore, any time a child under the age of thirteen has sexual contact with a teenager over the age of thirteen, this is considered a crime. The Juvenile Section continues to see arrests between young family members for various sex-related offenses. The Juvenile Section has implemented a process of working with the family to determine if formal prosecution is warranted or whether rehabilitative services can be delivered without formal prosecution. The sex offender treatment program administered by Dr. Brandon Romano in collaboration with the Department of Juvenile Services has a very high success rate, and many juvenile sex offenders receive community-based rehabilitation. A very small percentage of juvenile sex offenders within the BR community require commitment to the Office of Juvenile Justice (OJJ).

The juvenile violent crime prosecutors believe that more education within the community about appropriate sexual behavior could help reduce the number of juvenile arrests for sex crimes. For example, public information to parents to closely monitor the amount of sexual content that their young children are viewing on social media and television could help to reduce the number of juvenile arrests for sex crimes. It would appear that a large majority of the juvenile sex crimes in East Baton Rouge is attributed to inappropriate experimentation. The number of juvenile children being arrested for a sex-related offense has remained consistent over the last ten years. The age difference between the perpetrator and victim is often a six or seven year difference (15-year-old perpetrates a nine-year-old child).

Non-Violent Crime

The amount of non-violent property crimes committed by juvenile offenders has remained consistently higher than the violent crimes committed by juveniles. Again, a review of the data for bookings into the juvenile detention center reflects that property crimes committed by juveniles

have remained the same¹³. For example, in 2005 the number of juveniles arrested and booked for a property crime was 220 and in 2016 the number was 210. The Juvenile Section continues to see a high number of vehicle burglaries within residential areas. Additionally, the Juvenile Section is beginning to see a disturbing trend of juveniles arrested for the unauthorized use of a motor vehicle (UUMV). In a high percentage of the UUMV cases the car has been reported stolen.

Gun Crime

The Juvenile Section continues to see arrests of juvenile offenders illegally in possession of handguns. The rate of juveniles being arrested for the illegal possession of handguns has remained consistent over the last ten years. Notwithstanding the drop in homicides being committed by juveniles, the number of juveniles found in possession of handguns on the streets of BR is troubling. On average, there are two juveniles arrested per week who illegally possess a handgun. We are finding that often these guns have either been reported stolen or there is no way to track the ownership of the gun. The estimate of two arrests per week is an average over a twelve month period. The actual number of arrests fluctuates in any given month.

Recommendations to Improve Juvenile Rehabilitation in EBRP

Truancy efforts must be continued. Truancy within EBRP continues to be a problem. In 2015, the percentage of truants within EBRP was 47.37 percent¹⁴, and there were a total of 22,526 truant children within the parish. In order to be considered truant, the child must have accumulated more than five unexcused absences. In EBRP, the general truancy case handled by the Juvenile Section involves children with unexcused absences well in excess of five absences; the typical case has 35–65 unexcused absences. Truancy serves as an early warning to our community of a child, and likely a family, in trouble.

The District Attorney, in addressing the high rate of truancy in East Baton Rouge, has taken action in the following four areas. First, the DA's Office continues to partner with the Family Youth Service Center (FYSC) to specifically address the issues of truancy. FYSC serves as a one-stop provider to identify children who are at risk of truancy and immediately coordinates services for the family with children who are missing school. FYSC works directly with Child Welfare and Attendance (CWA) and the Truancy Assessment Service Center (TASC) to assist families with their needs and to refer cases to the DA's Office that require prosecution. Secondly, the DA's Office continues to support the Juvenile Court's Truancy Court program by assisting with funding. Thirdly, the Juvenile Section continues to file Family In Need of Services (FINS) petitions to address children with a high number of unexcused absences formally in court. The FINS cases represent those matters in which all efforts to work with the family through FYSC, CWA, TASC, and Juvenile Truancy Court have proven unsuccessful. The outcome with the FINS cases is that the child is removed from the home to ensure that their educational needs can be met. Finally, the DA's Office files formal charges against parents who are contributing to the child's truancy. The

¹³ See Department of Juvenile Services spreadsheet of detention bookings from 2000 through 2016.

¹⁴ See Louisiana Department of Education Truancy spreadsheet.

filing of a bill of information charging the parent with improper supervision in violation of La. R.S. 14:92.2 carries a possible penalty of six months jail time if the parents refuse to cooperate.

One area of concern that could easily be addressed is working with the East Baton Rouge Parish School System (EBRPSS). Developing a collaborative approach with the school system for dealing with improper supervision proceedings would enhance communication and improve outcomes for youth who are not in school. The number of truant children is alarming, and action should be taken to aggressively address children not going to school.

A Juvenile Assessment/Intake Center must be implemented in EBRP. Such a center, away from the juvenile court and detention center, is where risk offenders, truants, and ungovernable/runaway youths can be brought for assessment to identify educational and behavioral problems and, more importantly, identify services that can be immediately put in place to help the child and family. The current structure of bringing youth through the juvenile court system delays the ability to immediately place services within the home to address the family needs. Other parishes have adopted the use of the assessment/intake center with some degree of success. EBRP's FYSC center could serve as such a center.

East Baton Rouge Department of Juvenile Services must have additional support and enhanced communication. The number of informal FINS cases and referrals for the filing of formal FINS cases has greatly declined. The result of this current practice means that children, whose families were attempting to get help for the child before any arrest, are being arrested as delinquent.

In examining the effectiveness of the EBR Department of Juvenile Services, we are concerned with the effectiveness of specific clinics used to rehabilitate youth on probation, especially the one-day crime prevention clinic and the one-day anger management clinics. We have found a program administered by the Lafayette Juvenile Division entitled **CAPES** (Coping skills, Anger management, Patience, Empathy, and Social skills), a Cognitive Behavioral Treatment (CBT) approach that focuses on relationships between thoughts, feelings, and behaviors to be highly effective. CAPES is designed for adolescents to modify their patterns of thinking to improve coping skills. It entails coursework of approximately 8–16 weeks. Also, we recommend implementing **Moral Reconation Therapy (MRT)**—a systematic treatment strategy that seeks to decrease recidivism among juvenile criminal offenders by increasing moral reasoning. Its cognitive-behavioral approach combines elements from a variety of psychological traditions to progressively address ego, social, moral, and positive behavioral growth. It entails coursework of approximately 8–12 weeks.

State Supervision

The BR regional Office of Juvenile Justice (OJJ) probation and parole appears to be under-resourced to properly supervise the number of youth in our community requiring their services. There are currently only five full-time officers designated to the East Baton Rouge community.

These officers often carry caseloads as high as forty cases per officer. We have found that the staff experience difficulty in meeting their responsibilities due to the overwhelming demand upon them. Reports are not timely submitted, and often only minimal supervision is occurring with the youth. Additional probation/parole officers are needed to address the delinquent youths in BR who are supervised by the OJJ.

Non-Secure Facilities

The Office of Juvenile Justice should build or contract with more non-secure facilities that can house, feed, educate, supervise, and rehabilitate the youth placed in their custody. The use of group homes does not appear to provide adequate rehabilitation services for juvenile delinquents. When a child has to be removed from his home, it is because a determination has been made that the State cannot successfully rehabilitate the child at home. Simply taking the child out of the home and placing them without enough supervision in a group home is not the best practice for public safety. These unsupervised youths are allowed to attend the same schools with regular community children and navigate the streets of Baton Rouge with minimal guidance. We are seeing more and more youths in group homes committing delinquent acts in BR.

The more appropriate setting for these high-risk youths would be a facility that allows the youth to reside on campus, go to school on the campus, and have their therapeutic and rehabilitative needs met on the campus. Ideally, in such a local structured setting, a youth offender would only have to be removed from their home for a minimal amount of time.

Under the current group home model, we are seeing youth already committed to the custody of the State of Louisiana reoffending. Additionally, we are seeing that the State is housing both delinquent youth and children who have been removed from their homes due to abuse and neglect in the same group homes. This population of abused and neglected children are referred to as cross-over youth. In our view, it is inappropriate for the State to house delinquents with abused and neglected children. The latter is only occurring because there are not adequate placements for delinquents and children in the custody of the Department of Children and Family Services (DCFS). The Louisiana Legislature advocated for the closure of juvenile secured facilities, with the state reinvesting the money into appropriate non-secure facilities to properly address the behavior of the delinquent population. This promise remains unfulfilled.

Baton Rouge needs to build and invest in a non-secure shelter to house approximately 20 youths at one time. We are seeing an increasing number of children who are being trafficked as well as children who are not committing crimes but are engaging in status offenses (runaway, truant, ungovernable). By law, these children cannot be placed in a secure facility such as the juvenile detention center; however, the law does say that these children can be placed in a secure shelter. Baton Rouge needs a secure shelter to house children who are recovered as human trafficking victims and children whose families cannot manage their behavior. A properly staffed temporary shelter is needed for the children of Baton Rouge. FYSC already has dorm rooms that might be available for this need.

Adolescent Substance Abuse and Mental Health Treatment Options

Regarding substance abuse and mental health, the Juvenile Section has identified this as a problematic area within the BR youth population. At least 80% of the youth who come into the East Baton Rouge Juvenile Detention Center are using some form of illegal substance. Marijuana is the most frequent illegal substance being abused. The current method for addressing illegal substance abuse among Baton Rouge youth seems inadequate. There are no short-term or long-term beds in the Baton Rouge community. Our children are being shipped either to Gateway Adolescent Treatment Facility in Pineville or Odyssey House in New Orleans. Both of the programs have good outcomes; however, a 30 to 45 day inpatient treatment is not effective to address teen substance abuse addiction when the teenager is in their third year of abuse (some of the teens are 12 years old). A local adolescent substance abuse inpatient treatment provider is needed as well as a structured adolescent outpatient provider for aftercare treatment.

Similar to the issue of substance abuse treatment, the mental health needs of BR youth should be addressed in the context of the Juvenile Justice System. We find that many of the youth appearing in court have been diagnosed with a variety of behavioral and mental health disorders. Misdiagnosis and improper medicine management are ongoing issues. There are mental health providers within the community, but it would appear that the services and providers are not well coordinated with the Department of Juvenile Services. Baton Rouge is fortunate to have the Capital Area Human Services (CAHS) – Children’s Behavioral Health Services division in the city; however, for reasons unknown, the majority of youth are referred to private providers who do not seem to deliver reliable and consistent services. The majority of Baton Rouge’s adolescent substance abuse and mental health treatment could be referred and/or coordinated through CAHS.

A New Juvenile Facility

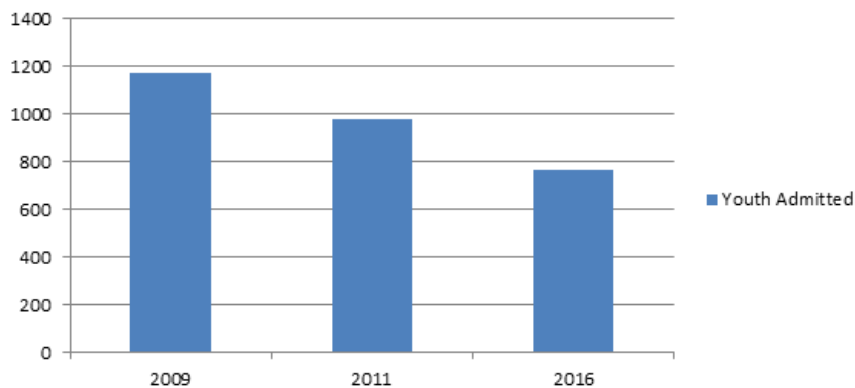
Finally, the Juvenile Court Complex is unable to meet the needs of the population. The Juvenile Court building, detention center, and administrative buildings are in poor condition. During court weeks, the hallways are packed with families and youth awaiting their court proceedings. The waiting area for victims and state witnesses is in the same area where the only public restroom is located in the building; this is unacceptable. Facilities built since 1968, similar to the ones in the Shreveport area, have focused on a holistic “campus” approach with education and safety having priority with security and legal proceedings.

Truancy and Reduction of Juvenile Crime in EBRP

By Roxson Welch, Director, FYSC; Jennie Ponder, Director, TASC; and Kelly Bonaventure, Community Outreach, EBRDA

- Eighty-four percent of children in Louisiana whose parents do not have a high school education live in poverty.
- On any given day, about 1 in every 10 young male high school dropouts is in jail or juvenile detention.
- The picture is worse for African-Americans with nearly 1 in 4 young black male dropouts incarcerated or institutionalized on an average day.
- Fifty-four percent of high school dropouts between the ages of 16–24 are jobless. Again, the number is worse for young African-Americans whose unemployment rate last year was 69%.
- Today's jobs require at least a high school diploma. Many require college or vocational training.
- Students who are truant have a much higher chance of dropping out of high school.
- Over 75% of state prison inmates are self-identified high school dropouts.

Table 1
Department of Juvenile Services Detention Facility Admissions



Family Youth and Service Center (FYSC)

The mission of East Baton Rouge Truancy Assessment, Inc., working through the FYSC, is to identify children who have exhibited truant tendencies, assess the causal reasons for those tendencies, and provide access to services for children and their families to eliminate causal reasons. Within FYSC, multiple organizations have staff presence and extend their services or make appropriate referrals. The staff partners from various programs work together to attain the best solutions for the family's needs. TASC works with identified at-risk elementary schools to aggressively address truancy issues and work with the children and their families to alleviate or minimize problems.

Since the inception of FYSC in 2009, the truancy rate in EBRP public schools has been reduced by 22 percent and continues to decline. The average daily student attendance for EBRPSS during 2014–2015 was 94.27 percent; 2015–2016 was 94.26 percent; and, although EBRP suffered through a flood disaster with children and schools displaced in the 2016–2017 school year, the truancy rates continued to decline with an attendance rate of 95.40 percent. TASC began operations in 2001. Since that time, the TASC model in EBRP has addressed attendance issues for over 20,000 kindergarten to fifth grade students. The TASC model relies on early identification, rapid assessment, and prompt delivery of coordinated services.

Goals

1. FYSC

- Addition of a Drop-Out Prevention Specialist (possibly an in-kind position)
- Truancy Drop-off Program reinstated
- On-Site Law Enforcement Officer with duties that include serving summons and additional assistance as needed regarding truancy
- Development of a Capital Improvement Funding Program

2. TASC

- Increase funding to fully staff positions in order to more effectively and efficiently implement the TASC model in the 20 high-risk elementary schools in EBRPSS
 - Positions needed include a program director, LCSW/behavioral therapist, data coordinator, and ten Truancy Intervention Specialists

3. Other

- New legislation
- Formulation of Minimum Foundation Fund Allocation to be based upon a daily student count rather than the current Louisiana system of one-time counts in October and February. (This daily count model is used in many states and has been found to encourage schools to make attendance a priority.)
- Access to information regarding the registration status of students (i.e., enrollment in public school, charters, home-school, etc.)

- Truancy Court for East Baton Rouge Parish
 - Judge/ Magistrate with authority over the parents and children

Challenges

1. Inconsistent data collection of school attendance
2. Transportation difficulties resulting in a need for in-school suspensions rather than transport to an off-site discipline center
3. Inability to consistently determine registration status of students because of the numerous educational systems within EBRP
4. A severe lack of resources to address the significant needs of students with serious mental health diagnoses due to the closing of Evolutions Mental Health Facility

The Role of Social Disorganization

By Edward Shihadeh, PhD, Professor, Sociology and Criminology, LSU

In 2009, Baton Rouge was the second most violent city in America. Concerted efforts by law enforcement, the District Attorney's Office, the city administration, with the assistance of subject matter experts at Louisiana State University, led to a dramatic decline in homicides in the years that followed. Between 2012 and 2016, homicide rates fell by 32 percent to a historic low in 2016. After this sharp downward trend, there was a sudden spike in violence in late 2016, one that persists to the present. Possible reasons for this sudden increase are outlined below.

The Baton Rouge Flood of 2016

Baton Rouge experienced a massive flood from a tropical storm that damaged 110,000 homes and left upwards of 150,000 residents, mostly uninsured, either homeless or facing substantial rebuilding costs. The oldest and most foundational theory in criminology predicts that during such times of social instability, when things change faster than the community is able to adjust, crime rates will increase. Social Disorganization Theory, as it is known, envisions communities as a network of social ties that regulate social life and keep crime rates low. Neighbors know each other, they know each other's children, and residents participate in community life. These social connections act like a gyroscope, steering communities toward the path to conformity. And like a gyroscope, this internal mechanism of self-balance is at once resistant to small change yet highly vulnerable to big change, like when an environmental disaster disrupts social life.

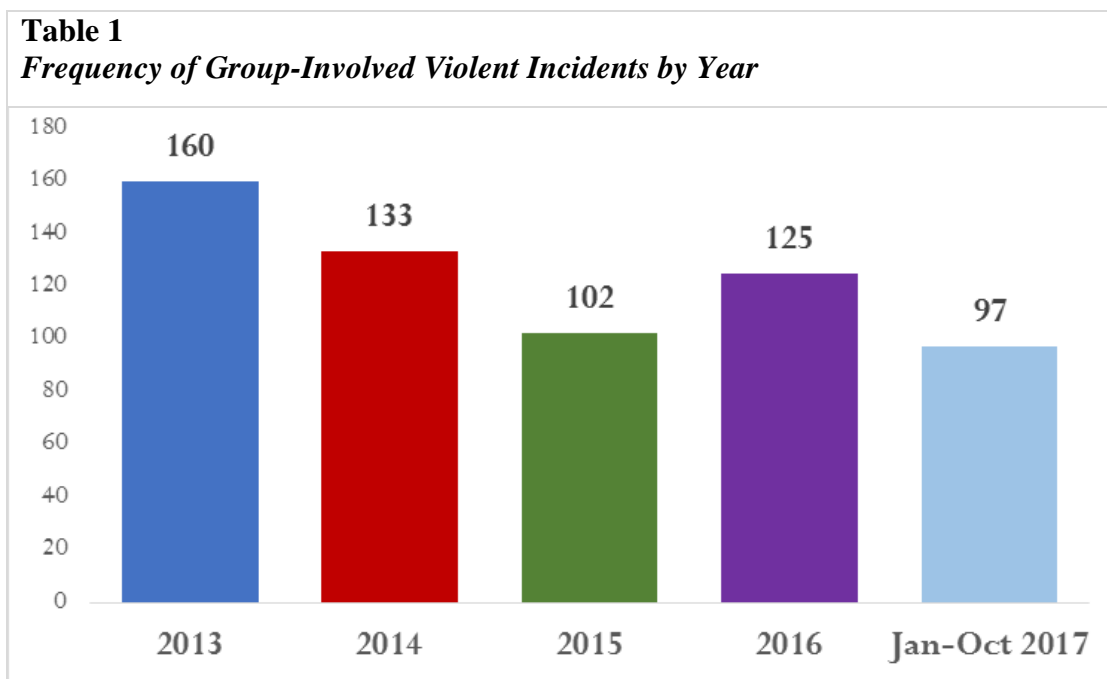
There is substantial precedent for the link between environmental disasters and crime, especially in Louisiana. After Hurricane Katrina, entire neighborhoods in New Orleans simply ceased to exist. Shortly after the storm, New Orleans experienced an immediate spike in property crime, followed by a long-term rise in violence as residents in high-crime areas fought to reclaim illicit drug markets and gang territories. But the storm had a ripple effect on Baton Rouge as well. Because many displaced by Katrina sought refuge in Baton Rouge, the city's population spiked sharply within a few days. It is no coincidence that this social upheaval—disorganization—led to a rise in crime in Baton Rouge, culminating in 2009, when it became the second most violent city in the nation.

Eight years later, Baton Rouge experienced its own unprecedented disaster, the massive flood of 2016. It is no coincidence, that after so many years of pronounced crime decline, violence in the city suddenly and sharply spiked only two months after the storm. Neighborhoods severely affected by the flood had older residents leave and new ones arrive. Territory and leadership of criminal networks was challenged—and fought for. What happened in Baton Rouge after the storm

is predicted perfectly by criminology's most venerable theory. It is the single most important factor in the recent crime increase.

The Decline of BRAVE

The Baton Rouge Area Violence Elimination program (BRAVE) was a crime-reduction initiative that targeted group violence (i.e., gangs) as a way to reduce crime. By all accounts it was an important component in the city's crime decline from 2012 to 2016. While BRAVE had accomplished some tangible goals on the ground, perhaps its most important achievement was a branding that sent the message to members of criminal groups that not only is help available (if they choose to accept it), but also that they are being watched, and that the hammer-blow of prosecution is close by. With the termination of BRAVE, the anecdotal word-on-the-street is that "the heat is off."



Evidence to this point can be seen in the decline in group member-involved violent crime observed in the first three years of the BRAVE program; however, 2015 was followed by a 25% increase in group-related violence in 2016, and 2017 demonstrated a tremendous increase in violence, whether group-related or not. The perception in this post-BRAVE period is that there is less chance of arrest and prosecution and, thus, fewer deterrents.

Police Understaffing

According to Baton Rouge Police Department (BRPD) representatives, the department is understaffed by at least 60 police officers. The two reasons for this shortfall are lack of funding and a severe undersupply of recruits. The funding of police and the job's attractiveness to potential recruits are, of course, interrelated. The direct link between police presence and crime is obvious.

But a necessary step in reducing crime in Baton Rouge is to address the shortfall in the number of front-line patrol officers.

Despite the crime spike, there are some reasons for optimism, or at least sober realism. Social Disorganization Theory also predicts that crime will eventually drop as disrupted communities reorganize themselves. Also, the city has other important initiatives that are modeled after New York City's (NYC) crime decline; namely the Crime Strategies Unit (CSU). This is an intelligence-gathering unit that legally accumulates data/information on potentially dangerous individuals in our community to aid prosecution.

In sum, crime reduction does not come about by chance. It requires resources and time commitment. This was evident in Baton Rouge's crime decline during BRAVE and is plainly obvious in NYC's 27-year crime decline from 2,245 annual murders in 1990 to only 286 today.

Reinforcing Targeted Operations

By Murphy J. Paul, Chief, BRPD and Robert McGarner, Deputy Chief, BRPD

Historically High Homicides

The year 2017 ended with 104 homicides in our parish, 84 of which occurred within City limits, a new and disturbing record. But we have had historically high numbers in the past. In 2007 we had 94 homicides in the parish, in 2009 we had 87, and in 2012 we had 84.

We have also proven that we know how to deal with these high numbers. Our dissatisfaction with 2012's numbers resulted in strengthening our targeted-offenders response programs in BRPD. We assigned targeted operations to Narcotics, Street Crimes, and the newly formed BRAVE team. We invited the Sheriff to assist us with extra patrols, and together we began, along with BRAVE, using a proven "focused deterrence" model that works: communicate with the targeted offenders and explain their options of (1) leaving violence behind with assistance from us, (2) leaving violence behind on their own, or (3) continuing in violence and facing a concerted law enforcement response with severe penalties.

It worked. As soon as we began our concentrated efforts in 2012, homicides and crimes began to drop to their lowest historical levels in modern times. By 2016, we experienced only 62 homicides. Not everything was done perfectly and we learned that untargeted law enforcement can indirectly do lasting damage to our community relationships.

Lost Momentum

So what happened in 2017? We, law enforcement, City-Parish government, and the community, lost our momentum. We were affected by the Alton Sterling incident that placed a wedge in our community-law enforcement relations. We were hit with a flood in which we lost more than 400 law enforcement officers' homes. We experienced a new City-Parish administration that needed time to get up and running. We had to deal with damaging criticism of BRAVE after 4 previously successful years of operation. We had a long transition period between police chiefs. We suffered from non-competitive pay scales that caused officers to leave our city for employment elsewhere. We experienced baby-boomer retirements that resulted in a loss of 160 officers and deputies. We had empty recruiting classes because fewer people want to be in law enforcement today, and, finally, we had to deal with multiple federal lawsuits that distracted our employees and occupied scarce law enforcement resources.

Regaining Momentum

Better Tools. Today we are operating with additional tools that we did not have in 2012: Public Safety Common Operations Platform (PSCOPS), GIU, VCU and CSU are providing us with better intelligence for targeted operations. We have learned to conduct “Intelligence-Driven Law Enforcement” that is working hand-in-glove with “Intelligence Driven Prosecution.” Today, our targeted offenders are being pursued from the street, through arrest, prosecution, and all the way to conviction in a series of smooth hand-offs between law enforcement, prosecutors, and the courts.

Community Policing versus Targeting Highly Active Offenders. We have learned that untargeted law enforcement can damage police credibility with our community. We need to foster opportunities through community policing that can engage the community in a partnership that identifies and works with the police on public safety issues. We also need to intelligently devote the resources we have to our targeted offenders. This does not mean the moving of officers from their current assignments to the streets. This means sharing intelligence and targeting information with both uniform patrol and specialized units for enforcement and ensuring assigned resources are allowed to “stay in their lanes.”

Enhanced Role of Uniform Patrol in Intelligence Sharing. PSCOPS is helping us to push intelligence down to the uniformed officer. We need to build the mechanism for receiving their intelligence information back from them.

Hotspot Patrols. PSCOPS and CSU can provide daily and weekly graphics of hotspots for directing our patrols in a targeted manner.

Multi-Agency Patrols. We need to invite the Sheriff, LSP, and Probation and Parole to join us in hotspot patrols and hotspot warrant sweeps.

Gun Emphasis. A few years ago, our average recovery of guns from the street numbered five per week. Today, it averages 100 per week. There has been a significant growth in the availability of illegal guns on the street. The quality of these guns has also improved. We are also seeing what other cities are seeing—high-powered rifles are increasingly the criminal’s weapon of choice.

Our response requires us to now target illegal gun shooters, sellers, brokers, holders, carriers, and possessors. Today, guns are being shot with impunity every night in Baton Rouge. We need to ensure uniformed officers are trained to detect illegal gun carrying and intervene in a manner that will survive constitutional motions to suppress. We need to ensure more evidence is collected, including swabbing the gun and the offender for DNA.

Domestic Violence

By Melanie Fields, Chief Domestic Violence Prosecutor, EBRDA

The number of domestic violence murders doubled this year, as East Baton Rouge Parish ended 2017 with fourteen (14) DV homicides compared to seven (7) in 2016. Ten involved a gun, three victims died as the result of a knife, and one died as the result of arson. Four of the offenders subsequently committed suicide.

Witness Intimidation

Domestic and dating violence victims differ from other crimes in that these victims and the offenders are never strangers. Instead, they have an intimate relationship that is often spousal, romantic, sexual, parental, social, psychological, and/or financial. While other victims may want justice, punishment, and/or restitution—many domestic and dating violence victims only want the abuse to stop. Often, they just want the abuser to be taken for the night, but not necessarily jailed or prosecuted.¹⁵

Our office receives “Drop Charge” requests for approximately 80% of all domestic violence cases. Victims may recant their statements, minimize the incident, deny it happened at all, fault him or herself, or simply refuse to participate in the prosecution. The Duluth’s Model Power and Control Wheel represents the dynamics of domestic violence—the cyclical pattern of actions intentionally used for power and control. The wheel often doubles as an excellent tool for interviewing victims and discerning threats, intimidation, and coercion used to instill fear.¹⁶

While the prosecutor’s goals are to ensure the safety of the victim and community and to hold the offender accountable, the victim may want to continue his or her relationship with the abuser. This right of the victim to continue the relationship should not be confused with the obligation of the prosecutor to prosecute provable cases of abuse. We should zealously prosecute the offender while remaining sensitive to and respectful of the victim’s personal resolution of the case. Prosecutors should not, however, confuse their role in holding offenders accountable for criminal behavior with the victims’ often unrealistic belief that ending the prosecution will resolve the violence and abuse in the relationship.

¹⁵ Linda McGuire, Criminal Prosecution of Domestic Violence, <http://www.minicava.umn.edu/documents/bwjp/prosecutev.html> (1999) (downloaded 12/30/2017).

¹⁶ <http://www.theduluthmodel.org/training/wheels.html> (While a reported 27.5% of men have experienced physical violence, the Duluth model, developed for females, is still instructive in the intricacies of domestic violence.) (downloaded 12/30/2017).

What Can We Do to Address Witness Intimidation?

David Kennedy and the John Jay College of Criminal Justice. Dr. Kennedy's research advises that "it is usually best to let offenders know that enforcement is coming, so they can stop their offending, rather than to arrest, prosecute, and incarcerate them. Thus, the creative use of existing law, combined with direct communication with high-risk people, can make deterrence work and head off both violence and actual enforcement." Our office is partnering with National Network for Safe Communities at John Jay College and David Kennedy to gather statistics and identify the most "high-risk" intimate partner offenders for direct communication and possible deterrence.

Combating Witness Intimidation (CWI) Initiative. AEquitas, Justice Management Institute (JMI), the International Association of Chiefs of Police (IACP), and the Bureau of Justice Assistance (BJA) are partnering to support the implementation of practices that improve victim participation, investigations, and prosecutions by combatting witness intimidation. The goal of CWI is to provide technical assistance in implementing practices consistent with legal and evidence-based investigative and prosecution practices. Several phone meetings have occurred and memorandums of understanding have been signed. The CWI will arrive in East Baton Rouge Parish in early 2018 to further assist in providing technical assistance in implementing evidence-based investigation and prosecution of intimate partner violence.

Emergency Room/Trauma Care Program for Health Care Providers. Often victims of domestic and dating violence seek medical care from local health care providers in emergency rooms and/or trauma centers. Providing brief training on the Duluth Model Power and Control Wheel and providing these health care providers with push cards and/or brochures would afford the opportunity for the health care providers to inform victims of services and alternatives. Furthermore, it would provide the opportunity to identify escalating criminal behaviors and inform of the possibility of lethality. Our Hospital Violence Intervention Program, implemented in 2017 at the OLOL Trauma Unit, began this intervention. In 2018, we will have a licensed social worker—a victim assistant coordinator (VAC), located directly in Our Lady of the Lake, during regular business hours. We may better serve this vulnerable community if our VAC could also work with the providers at the new North Baton Rouge OLOL Urgent Care Center to screen victims for threats, intimidation, and coercion as well as determine lethality.

Propose Legislation. We should consider legislation that requires all licensed stylists, barbers, cosmetologists, estheticians, hair braiders, and nail technicians to receive an hour of mandated abuse prevention training as part of their licensing process. The law would not require them to report any violence, and would shelter them from any liability, but it would assist in informing vulnerable victims subject to intimidation, threats, and coercion.

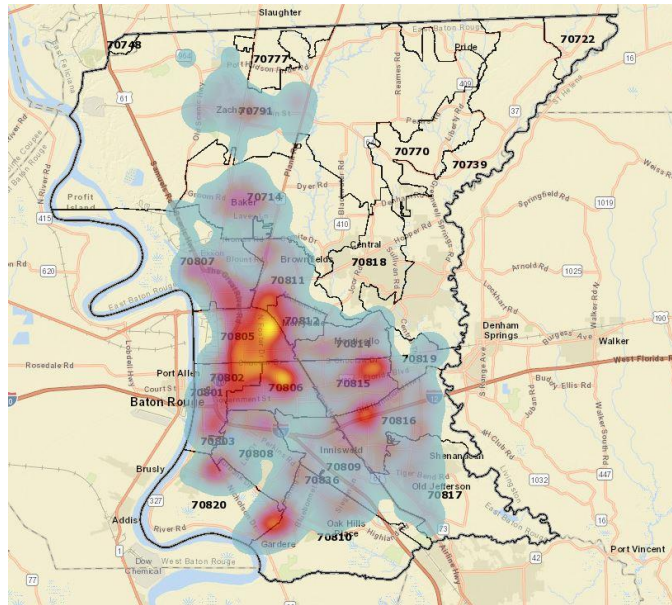


Figure 1. Domestic and Dating Violence Hotspots within EBR Parish in 2017 (using only misdemeanor domestic and dating partner abuse battery offenses)

Cultural Competence

Our District Attorney and the BRAVE program have been immersed in our communities; however, prosecutors must understand and acknowledge concerns and fears unique to victims of various cultures and socioeconomic backgrounds, as these concerns and fears may cause reluctance to report and/or participate in the prosecution of domestic violence abusers.

Among the African-American population, an estimated 41.2% of women and 36.3% of men have experienced physical violence from an intimate partner during their lifetimes. Among the Hispanic population, an estimated 29.7% of women and 27.1% of men have experienced physical violence by an intimate partner during their lifetime. It is estimated that 71.1% of women and 58.2% of men have been victims of sexual violence, physical contact, or stalking by an intimate partner before age 25. Of those victims, 23.2% of women and 14.1% of men first experienced one or more of these offenses before age 18. Most strikingly, every year in the United States, about 1.5 million high school students experience physical abuse by a dating partner.¹⁷

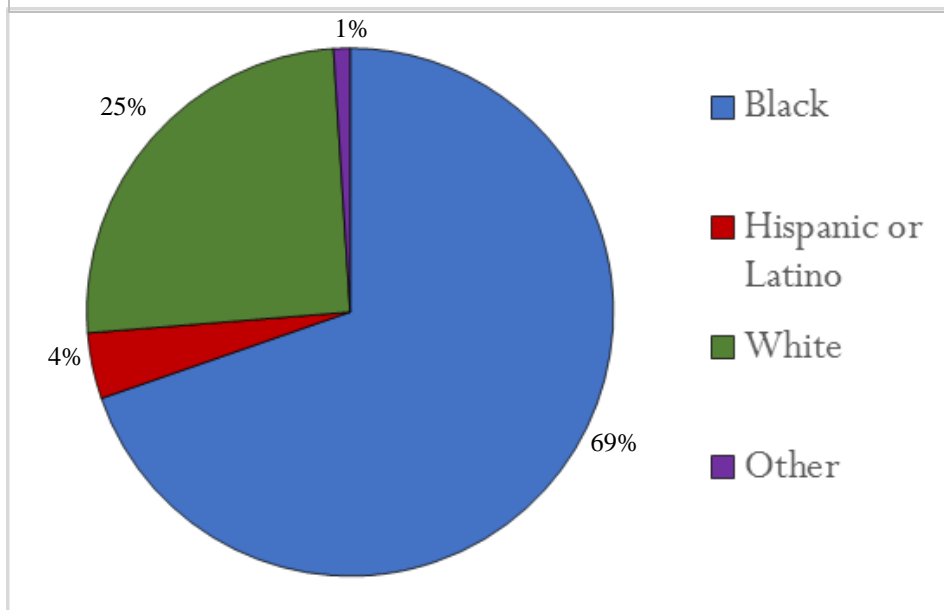
Most experts and clinicians agree that domestic violence emerges from learned behaviors and attitudes. By witnessing daily attacks of domestic violence, it becomes a normal event and a way of dealing with personal issues. Such socialization occurs within families, communities, culturally and religiously defined groups, and cross-culturally.

Studies indicate that older victims, those who are married, and those from higher socioeconomic situations are less likely to report. The most common reasons for not reporting incidents

¹⁷ Intimate Partner Violence: Definition, Centers for Disease Control and Prevention (2016), <http://www.cdc.gov/violenceprevention/intimatepartnerviolence/definitions.html> (downloaded 12/30/2017).

of domestic and dating violence are that victims view the incident as a private family matter, they fear retaliation from their abuser, and they do not believe the police will do anything about the incident.¹⁸

Table 1
2017 Demographics of DV Victims



What Can We Do to Address Cultural Competence?


1. CWI and National Network for Safe Communities will assist us in gathering statistics that will enable us to better analyze and understand our population needs.
2. We can work with DARE, I-Care, and other organizations to provide education to our middle and high school students. The numbers of dating violence that exist nationally are staggering. We must assume that they exist but go unreported in East Baton Rouge. If we can educate our youth and provide counseling opportunities for both offenders and victims, we may be able to curb the cycle of violence.

Lethality Assessment/Safety Planning (Victim)


Law enforcement officers are the first responders to a domestic violence call. Law enforcement officers have the knowledge, training, and experience to determine if an assault has occurred, if the potential for danger is high, and/or if the names involved are repeat

¹⁸ https://www.dccadv.org/img/fck/file/Resources/DCCADV_DomesticViolenceFacts_Sheet.pdf (downloaded 01/17/2018).

offenders/victims. Using this criteria, it would be best practice for our law enforcement officers to conduct lethality assessments with these domestic and dating violence victims. These assessments would afford the responding officer an opportunity for the officer and the victim to 1) assess the potential for further and escalating violence, and 2) provide the victim with resources for safety planning. These measures could prevent future domestic and dating violence homicides.



Domestic Violence Lethality Screen For First Responders



Officer: _____

Date: _____

Case: _____

Victim: _____

Offender: _____

☐ Check here if victim did not answer any of the questions.

▶ A "Yes" response to any of Questions #1-3 automatically triggers the protocol referral.

1. Has he/she ever used a weapon against you or threatened you with a weapon?	<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Not Ans.
2. Has he/she threatened to kill you or your children?	<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Not Ans.
3. Do you think he/she might try to kill you?	<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Not Ans.

▶ Negative responses to Questions #1-3, but positive responses to at least four of Questions #4-11, trigger the protocol referral.

4. Does he/she have a gun or can he/she get one easily?	<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Not Ans.
5. Has he/she ever tried to choke you?	<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Not Ans.
6. Is he/she violently or constantly jealous or does he/she control most of your daily activities?	<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Not Ans.
7. Have you left him/her or separated after living together or being married?	<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Not Ans.
8. Is he/she unemployed?	<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Not Ans.
9. Has he/she ever tried to kill himself/herself?	<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Not Ans.
10. Do you have a child that he/she knows is not his/hers?	<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Not Ans.
11. Does he/she follow or spy on you or leave threatening messages?	<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Not Ans.

▶ An officer may trigger the protocol referral, if not already triggered above, as a result of the victim's response to the below question, or whenever the officer believes the victim is in a potentially lethal situation.

Is there anything else that worries you about your safety? (If "yes") What worries you?

Check one:

☐ Victim screened in according to the protocol

☐ Victim screened in based on the belief of officer

☐ Victim did not screen in

If victim screened in: After advising her/him of a high danger assessment, did the victim speak with the hotline counselor?

☐ Yes ☐ No

Note: The questions above and the criteria for determining the level of risk a person faces is based on the best available research on factors associated with lethal violence by a current or former intimate partner. However, each situation may present unique factors that influence risk for lethal violence that are not captured by this screen. Although most victims who screen "positive" or "high danger" would not be expected to be killed, these victims face much higher risk than that of other victims of intimate partner violence.

MNADV 08/2005

Figure 2. Sample of assessment tool¹⁹

¹⁹ https://www.nccpsafety.org/assets/files/library/Domestic_Violence_Lethality_Screen.pdf (downloaded 12/30/2017).

Risk-Needs Assessments (Offender)

A risk-needs assessment is a tool that is typically designed only for offenders that have been arrested and are in the criminal justice system due to domestic and dating violence. These instruments are designed to predict the risk of escalating and seriousness of future harm. Most tools are designed to categorize offenders as low, moderate, or high risk. The benefit of adding a “needs” portion to these tools is to enable ordering treatment for those assessed as “low or moderate.” Only with supervision and treatment may abusive behavior be cognitively changed. The two most commonly used are the Domestic Violence Needs Risk Assessment (DVNRA) used in Colorado and the Ontario Domestic Assault Risk Assessment (ODARA) used by several agencies in the United States.

Implementation of a risk/needs assessment at arrest for bail/bond determination may assist in lowering the population at the parish prison. Recognizing mental health and substance abuse needs may inform the courts in adding conditions to bail to assist offenders in obtaining the necessary tools for personal success and behavioral change.

Evidence-Based Investigation/Prosecution

Today, both East Baton Rouge Sheriff’s Office (EBRSO) and BRPD have specialized training in the handling of domestic and dating violence calls. Officers are trained to identify the primary aggressor, to take the time to look up the criminal histories of the parties involved, to notate observations that are heard and seen, to notate observable injuries or lack thereof, to take pictures of the parties involved, and to obtain pictures of the offender for identification evidence (if the offender is no longer at the scene)—essentially, to work these cases much like mini murder scenes. Officers are trained to identify the warning signs of strangulation and to notate these specific injuries and warnings in their reports. Today, both the EBRSO and the BRPD have dedicated detectives that work only domestic and dating violence cases and act as liaisons to the District Attorney’s Office. While improvements still need to occur, our office has been successful at obtaining convictions without a victim due to the detailed investigations and evidence gathering of law enforcement.

This year BRPD will have all uniformed officers outfitted with body-worn cameras. Last year a few officers wore them as a pilot program. Those officers responding to domestic and dating violence calls provided the camera footage to the prosecutors. This footage captures victim’s injuries and mannerisms at the time of the incident. It captures the victims’ immediate fear and concerns. It captures the victim making an identification of the offender and the nature of the relationship between victim and offender. For domestic and dating violence calls, these cameras are valuable pieces of evidence that sometimes allow the prosecution to move forward without a victim’s presence in court.

Trial Issues and Strategies

There is communication and collaboration between City and District prosecutors, whereby offenders that have multiple calls sent to City Court are identified and transferred to District Court for enhancement purposes. This communication has surfaced misidentified misdemeanor summons that are true felony offenses and allowed them to be transferred for prosecution for justice, accountability, and the safety of the victims involved.

The prosecution and conviction of domestic and dating violence defendants must also include the wrap-around support services of victims to help alleviate their psychological, social, and financial problems. Otherwise, the cycle of violence merely continues—generationally or possibly ends in a domestic or dating homicide.

Multidisciplinary Collaboration [Coordinated Community Response]

Multidisciplinary collaboration should include, but not be limited to law enforcement, judges and court staff, medical and mental health communities, victim and witness services, clergy, probation and parole, corrections, child welfare, etc. National Network for Safe Communities intends to assist us in gathering data from many of these agencies. We should analyze the data and look inward and outward—looking historically at how we have prosecuted and looking at the future and how improvements can be made.

What Can We Do to Address a Multidisciplinary Collaboration?

- 1) Work with National Network for Safe Communities
- 2) Collaborative meetings of “stakeholders”
 - 911
 - EMS
 - EBRSO/BRPD
 - OLOL
 - Iris/STAR/Family Services/CAC
 - Judges/Clerk of Court (Criminal and Family)
 - Probation and Parole
 - DCFS
- 3) Implementation of DV Call-ins

Witness Intimidation and Protection

By Kristen Raby, Director Survivor Services, EBRDA

In 2009, the Louisiana Witness Protection Services Board was created to assist law enforcement and prosecutors around the State to deal with witness protection services in connection with the conviction of violent criminals. The Board was intended to provide the consistent supervision, administration, and delivery of witness protection services across the State. Governor Jindal dedicated \$250,000 in initial funding. Unfortunately, the program's funding was scarce and ran out very quickly due to the high demand of assistance.

Since 2009, emergency witness issues have been paramount in East Baton Rouge Parish as evidenced through weekly assessments of witness "safety" concerns. Some of the witness issues that have been identified include: reluctance, intimidation, witness "protection" issues, relocation/housing, and emergency assistance. It is important to note that witnesses must also participate in their own safety plan. They must help us help them.

Intimidation of victims and witnesses undermines the functioning of the justice system by denying critical evidence to law enforcement and prosecutors. In 2017, the number of victims and witnesses receiving assistance services increased by serving 17 people, compared to 12 in 2016 and only five in 2015. The upward trend follows an increasing number of homicides and domestic violence incidents—the two crimes most often associated with witness intimidation. In the last four years, the District Attorney's Office has spent an estimated \$17,000 to assist individuals with relocation, basic necessities (such as food and transportation), and obtaining important identification documents.

The logistics of relocating someone's entire life, however, are messy and complex, especially in the digital age. The internet and social media are being utilized to conduct intimidation. We have seen this firsthand with several domestic violence victims who have received threats through social media, email, text, and instant messaging. These methods have resulted in victims recanting or refusing to testify/cooperate in future proceedings.

The LSU Social Research and Evaluation Center (formerly the Office of Social Service Research and Development) has been working with our office to provide technical support and grant writing services. In September of 2017, our office was awarded a Technical Assistance Grant: Combating Witness Intimidation Initiative. We will receive technical support by AEquitas, the Justice Management Institute (JMI), the International Association of Chiefs of Police (IACP), and the Bureau of Justice Assistance. There are 10 principles outlined for which we will receive guidance:

1. Planning and implementing a highly visible, coordinated justice system response to victim and witness intimidation

2. Using community-based approaches to build trust with neighborhood residents
3. Educating victims and witnesses about witness intimidation
4. Equipping criminal justice leadership and staff with an operational knowledge of intimidation and safety
5. Maintaining a consistent team of criminal justice actors that work with victims and witnesses to build trust and respond holistically to their needs
6. Using objective assessments and input from victims and witnesses to determine risk of and vulnerability to intimidation
7. Creating information-sharing policies that link justice system actors and allow them to identify patterns of behavior and possible intimidation in individual cases
8. Making all reasonable efforts to minimize contact between victims/witnesses and defendants throughout the justice system process
9. Creating safe spaces in courthouses
10. Tracking the progress and outcomes of efforts and using that information to inform systems

Engaging the Community

By Sid J. Gautreaux, III, Sheriff, EBRSO; Lawrence McLeary, Colonel, EBRSO; and Dennis Grimes, Warden, EBRSO

Looking at Our Parish's Historically High Homicides

In 2017 the parish experienced 104 homicides, only 15 of which occurred outside of City limits, which was only one homicide higher than the previous year and did not reflect a new high for out-of-parish homicides. It appears, however, to reflect significant differences in our community composition between those inside (e.g., more or less urban) and outside of City limits. Some of the disrupting influences, specifically the shooting of Alton Sterling, were significantly less disruptive outside of City limits.

Indifference to Law Enforcement

Nevertheless, the Sheriff's office has experienced some of the same negative effects following this shooting, such as a greater distrust and indifference toward law enforcement. We have seen these attitudes affect our ability to attract new recruits into the Sheriff's office, just as other departments have seen this effect nationwide.

Local law enforcement is currently faced with great challenges in recruiting and staffing. It should be noted that the flood of 2016 not only caused the loss of 205 deputies' homes, but it also left our office with a \$5-million-dollar funding hole due to decreased tax collections. During 2017, the Sheriff's office was required to leave 105 positions vacant, and we still ended the year with a deficit in our budget due to a decrease in property tax revenues following the flood. While we are not out of the woods yet, we should be able to fill most of our deputy vacancies in 2018.

Community Engagement Is the Key

In 2018, we will continue what has been a constant focus for us: ensuring our deputies are active in community engagement. We require them to get out of their units and talk to our citizens. We want our citizens to know that we care about them and we want to maintain a rapport that ensures we have a community that supports us, cooperates with us, and helps us rid the community of crime.

The Sheriff is the Chief Law Enforcement Officer for the entire parish, both inside and outside of City limits. Our 2018 plans will continue to emphasize our efforts to strengthen community efforts through officer engagement, both inside and outside of the City. Today, approximately 32% of our calls come from within City limits. We will continue to respond to such calls. More importantly, the Sheriff will continue to emphasize to his deputies the need to interact positively with community members at every chance. We believe that any effort undertaken by law enforcement will be short-lived without the full support and involvement of our community.

Focused Deterrence for Our Youth

We know that we must continue to invest in young people and efforts like BRAVE that specifically target those young people at risk of engaging in violent crime. The success of the BRAVE program cannot be questioned. We have seen a significant decrease in juvenile crime since beginning BRAVE in 2012. We plan to continue these efforts with or without federal funding.

Our Prison Needs Must Be Addressed

The greatest challenge for our office is our prison. One half of it was built in the 1960's. That part of our facility is now 50 years old and all of the systems (plumbing, electrical, ventilation) are beyond repair. The newer part of the prison, built in the 1980's, is now over 30 years old. It, too, is in need of replacements as its systems have begun to fail. The biggest challenge, however, with this "newer" half of the prison is that it was never designed for modern security methods. The lack of security features in this half has contributed to unnecessary inmate deaths. A modern prison would make greater use of video surveillance for each cell and improve safety for our deputies who currently refer to their routes to look at each cell as a "suicide walk."

Our prison is undersized, with approximately 25% of our 2,200 prisoner population being housed out-of-parish at a cost to the taxpayers of more than \$10 million per year. Our prison is also outdated. Today, everyone recognizes the need to offer rehabilitation in our local prisons to reduce the 62% recidivism rate we see across our state. Our prison simply does not have any room for rehabilitation programs. We are currently only offering an education (GED) wing. This is important since our average inmate only has a seventh grade education. We are not currently able to offer a mental health wing for the 50% of our population needing it, nor are we able to offer a substance abuse wing for the majority of our prisoners who suffer from substance abuse issues.

This parish needs a new prison. If we as citizens do not address this need, then our fear is that the federal government will take over the prison and force a new prison upon on us at a cost of more than three times the cost of doing it ourselves.

As the Sheriff, we also provide protection services at our juvenile court. Our juvenile court complex is equally old with a similarly deteriorating infrastructure. We need to improve this complex housing vulnerable youth, preferably moving toward a more modern and educational campus-like environment.

Expanding Pre-Trial Release

In 2017, we began a small (\$50,000) Pre-trial Release program that tries to identify those mentally ill or substance abusing inmates who can be released to treatment instead of jail. Our pilot program only has the capacity to handle a few prisoners each week. With the assistance of the Baton Rouge Area Foundation and the City-Parish, we believe we can significantly increase the capacity of this program. We do not want to house anyone at our "hard facility" prison who

is not required to be there to keep the public safe. Non-violent prisoners should be allowed to continue in their lives and jobs while their charges are resolved in the criminal justice system.

Supporting Multi-Agency Efforts of the City

As we bring additional resources online in 2018, we anticipate being able to provide additional support within City-Limits to assist the City with its targeted patrols and community engagement efforts.

Crime Strategies Unit (CSU) Deployment

By Will Morris, CSU Section Chief, EBRDA; Aishala Burgess, 70805 Area Prosecutor, EBRDA; Fred Menner, Kleinpeter Area Prosecutor, USAO; and Sgt. Sonia Armstrong, Counter-Drug Analyst, LAANG

CSU Overview

The East Baton Rouge District Attorney's Office formed the Crime Strategies Unit (CSU) in September 2015 without any dedicated funds by diverting resources from trial sections. CSU is located at Baton Rouge City Police Headquarters and works in partnership with the Baton Rouge City Police Department (BRPD), East Baton Rouge Parish Sheriff's Office (EBRSO), local State and Federal law enforcement agencies, and community groups to improve public safety through data and intelligence-driven prosecutions, prosecutorial support, and crime prevention efforts. At CSU, prosecutors are teamed with District Attorney's Office Investigators, National Guard Counter-Drug Intelligence Analysts, and law enforcement liaisons to identify opportunities to reduce and prevent crime by improving the timely and accurate sharing of crime data and intelligence throughout the District Attorney's Office and among all law enforcement agencies. CSU considers input from the community to be a necessary source of information to assist its crime prevention efforts.

CSU Personnel

CSU is made up of three prosecutors; one of which is assigned as the Section Chief of the unit, and one of which is an Assistant United States Attorney (AUSA). Each prosecutor is teamed up with an investigator that focuses on, but is not limited to, a high crime area of East Baton Rouge Parish (EBR). The unit has two Counter-Drug Task Force military intelligence analysts for analytical support and assisting with the flow of information and intelligence. Louisiana State University (LSU) provides 8–10 Criminology/Sociology interns per semester for additional support. CSU also houses a liaison from BRPD to assist in its efforts. CSU personnel work closely with all local, State, and Federal law enforcement agencies, the Violent Crime Unit, and particularly intelligence divisions of said agencies.

Louisiana National Guard Counter-Drug Task Force Program

The mission of the Louisiana National Guard Counter-Drug Task Force is to provide highly skilled personnel, specialized equipment, and facilities as requested by Law Enforcement Agencies and Community Based Organizations in response to a changing drug threat. The soldiers and airmen of the Louisiana National Guard Counter-Drug Task Force are the catalysts for synchronized cooperation between and among federal, state, and local agencies across the full spectrum of counter-drug homeland defense operations. Criminal Intelligence Analysts piece together information from a variety of sources in order to assess threats and prevent crime. Crime

Analysts work with public information to help with investigations and create assessments for leadership. Analysts go over large portions of data, histories, geographical information, and statistics in order to create as complete a picture as possible. The analysts then separate the useful information from everything else and use that data to create a comprehensive report.

LSU Internship Program

Since its inception in September 2015, CSU has been fortunate to partner with the LSU Department of Sociology to maintain a very successful internship program. Interns have assisted CSU with a variety of tasks and projects, including data entry, review of jail calls for evidence or intelligence, GIS mapping projects, a study of disorder and crime at dollar stores, and a comprehensive study of blight. The CSU internship has become a highly sought after internship at LSU. The Section Chief conducts interviews of internship applicants with LSU professors before every semester. The number of applicants is always more than CSU can accept for the program. The District Attorney's Office now has four former interns employed within the office as Investigators or Crime Analysts.

Target Offenders

CSU is well aware that it is a very small percentage of offenders that are causing the majority of the problems for Baton Rouge's most troubled neighborhoods. The target offenders that are driving crime are not the face of the community. Our ADAs and our one AUSA are responsible for identifying crime drivers in their target areas through crime data and intelligence-driven efforts. After crime drivers are identified, the ADAs and AUSA track cases on targeted crime drivers, lend support to prosecutorial efforts, and communicate with frontline prosecutors regarding the effective handling of cases on target offenders. The ADAs and AUSA also review historical information on target offenders to enable the potential to build cases on target offenders. The Section Chief also refers cases to the United States Attorney's Office to target offenders that meet the criteria for federal prosecution if referral is warranted based on the offender's criminal history and the potential sentence in federal court through Operation Joint Endeavor.

Target Places

CSU is responsible for identifying target locations that tend to be magnets for crime. After problem places are identified through data and intelligence, CSU is responsible for developing strategies to address the crime problem at the location. Strategies include, but are not limited to, communicating information to law enforcement for increased law enforcement presence, identifying problem offenders, community outreach, proposals for blight remediation, etc.

Distressed Properties and Crime in East Baton Rouge Parish

With regard to reducing crime, local, state, and federal governments have primarily focused on using both general and specific deterrence methods, proactive policing methods, behavioral rehabilitation, and intervention strategies. And while there has been much discussion and research

about the environmental factors of crime, little action has been taken to reduce environmental factors in urban areas where crime is most prevalent. These environmental factors lend themselves to the Broken Windows hypothesis, which suggests that criminals capitalize on the characteristics of a neighborhood that they believe “to be measures of the extent to which a particular neighborhood cares about or tolerates criminal activity” (Price, 2016) (Wilson & Kelling, 1982). In other words, neighborhoods with signs of physical distress send a signal to criminals that the residents, law enforcement, and local leaders are more likely to tolerate crime and violence in those areas. A spatial analysis of crime in relation to distressed properties in the parish of East Baton Rouge revealed a substantial overlap between the two variables.

Violent crimes in East Baton Rouge were classified into nine categories which include both *attempted* and *completed* assault, battery, burglary, firearm-related, homicide, kidnapping, narcotic-related, rape, and robbery and accounted for over 5,100 reported incidents while the total number of distressed properties in East Baton Rouge Parish was found to be over 27,500. Figure 1 provides a spatial visualization of the distribution of violent crimes and distressed properties in East Baton Rouge Parish.

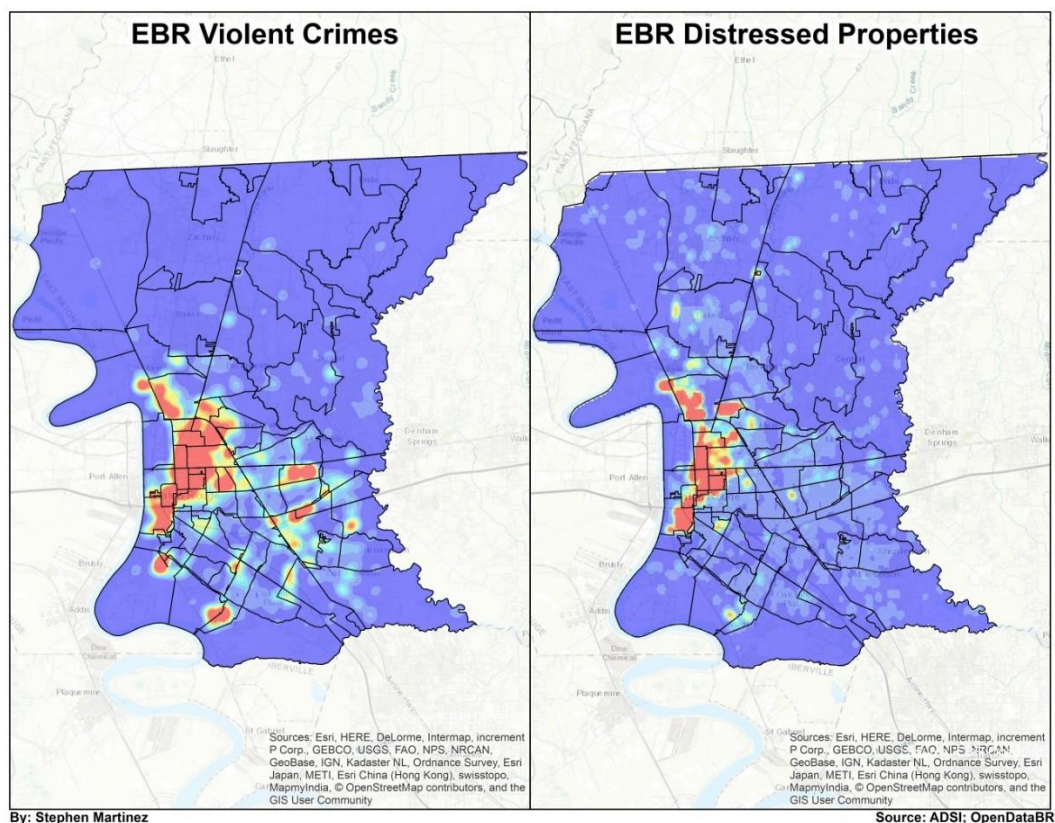


Figure 1. Distribution of violent crimes and distressed properties in EBRP

The EBRP DA’s Office has increased its working relationship with Baton Rouge City-Parish officials to address areas of the city that have high correlations of blight and crime. With the assistance of local law enforcement agencies, blighted structures that are associated with

criminal activity have been identified and prioritized for the condemnation process, primarily in the 70802 and 70805 zip codes. In 2017, four blighted properties were demolished; three are ready for demolition, and seven are currently in the condemnation process. In addition, six blighted properties have been rescinded by Baton Rouge Council Members, all of which are located within the 70805 zip code (City of Baton Rouge Mayor's Office, 2017). See Appendix B for further explanations.

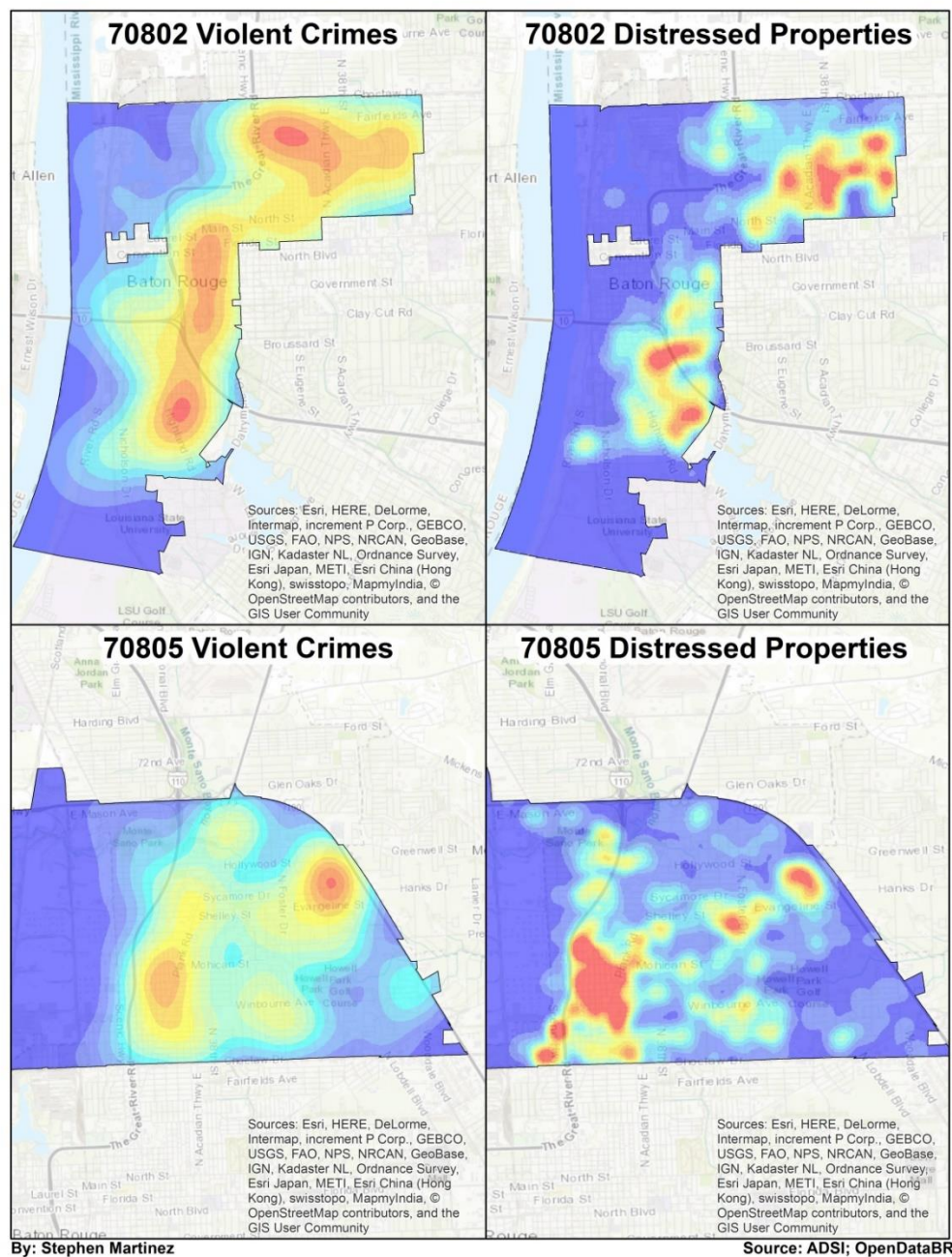


Figure 2. Distribution of violent crimes and distressed properties by zip code

According to Rowdy Gaudet, Assistant Chief Administrative Officer to Mayor Sharon Weston-Broom, blight teardowns are expected to continue in 2018, with an estimated \$1 million of general funding and \$500,000 of Federal Community Development Block Grant funding dedicated to blight teardowns. To assist with revitalization efforts post-demolition, the City of Baton Rouge Mayor's Office has reinvigorated the Redevelopment Authority (RDA) by installing new leadership with Chris Tyson as the new RDA Executive Director and by adding even more City-Parish funding to the RDA than in previous years. For the 2018 year, the RDA is set to receive approximately \$530,000 in Federal grant funds and \$500,000 in City-Parish general funds (Gaudet, 2018).

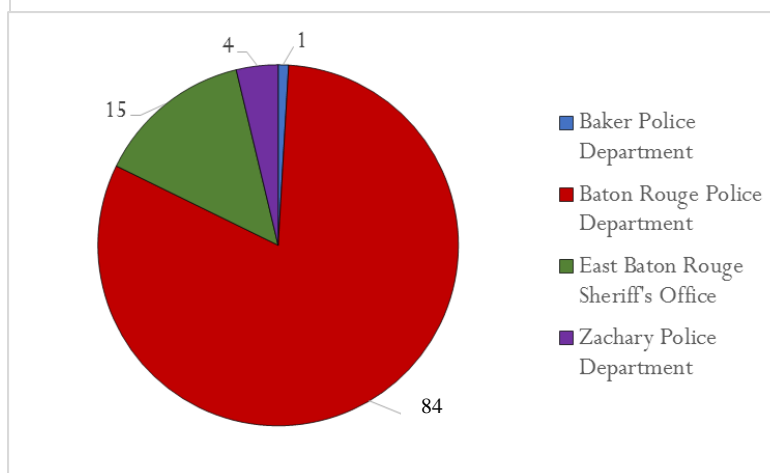
2017 Homicide Review

Homicides are mapped and tracked on a daily, biannual, and yearly basis. Similarly to Shots Fired, we look for tight patterns of incidents that may give us a clue as to the atmospherics of those areas. Geographic analysis of the patterns could tell us that a group/gang is feuding based off of the murder locations that are occurring in the area. We look at what groups live and operate in the area and frequent violent offenders, along with frequent addresses that are identified. Monthly, weekly, and hourly trends in murders are also analyzed to pinpoint exact months, days of the week, and hours to focus on boost patrols.

Agency Breakdown and Clearance Rates

The majority of the murders occur within the city limits, putting BRPD at 84 murders, EBRSO at 15, Baker Police Department with 1, and Zachary Police Department with 4 for 2017. Clearance rates are as follows: BRPD 47%, EBRSO 73%, BKPD and ZAPD both with 100%. Hotspot for the EBRSO is located in the zip codes of 70815 and 70816 where multiple murders occurred. There were 10 Justifiable Homicides and 4 Negligent Homicides for 2017.

Table 1
Agency Breakdown of Murders for EBRP



Race/Gender Breakdown. The majority of murder victims were Black/males at 83%; followed by 7.5% White/males; and 5.6% Hispanic/males. Female victims only accounted for 18% of all murders in the parish. Defendant breakdown consists of cleared cases only with 83% Black/males, 11% White/males, and 3.5% Hispanic/males. Female defendants only consisted of 5%. Those statistics mirror the majority of the population that lives in the areas of 70802, 70805, and 70807.

Trends. The year of 2017 was a record breaker for East Baton Rouge Parish with 104 murders, a 68% rise from the previous year. The majority of the murders were from gun violence and drug-related, followed by domestic violence. The zip codes of 70802 and 70805 had over 43% of the murders in the entire parish with 22 in 70802 and 25 in 70805. Following 70802 and 70805 is 70807 with 12 and 70816 with 10 murders. The four zip codes account for 65% of all the murders in the parish. The area known as Dixie falls into 70802 and 70805 zip codes, and this is considered a hotspot along with The Avenues in 70807. Dixie had 16 murders and The Avenues and Fields had 10 murders.

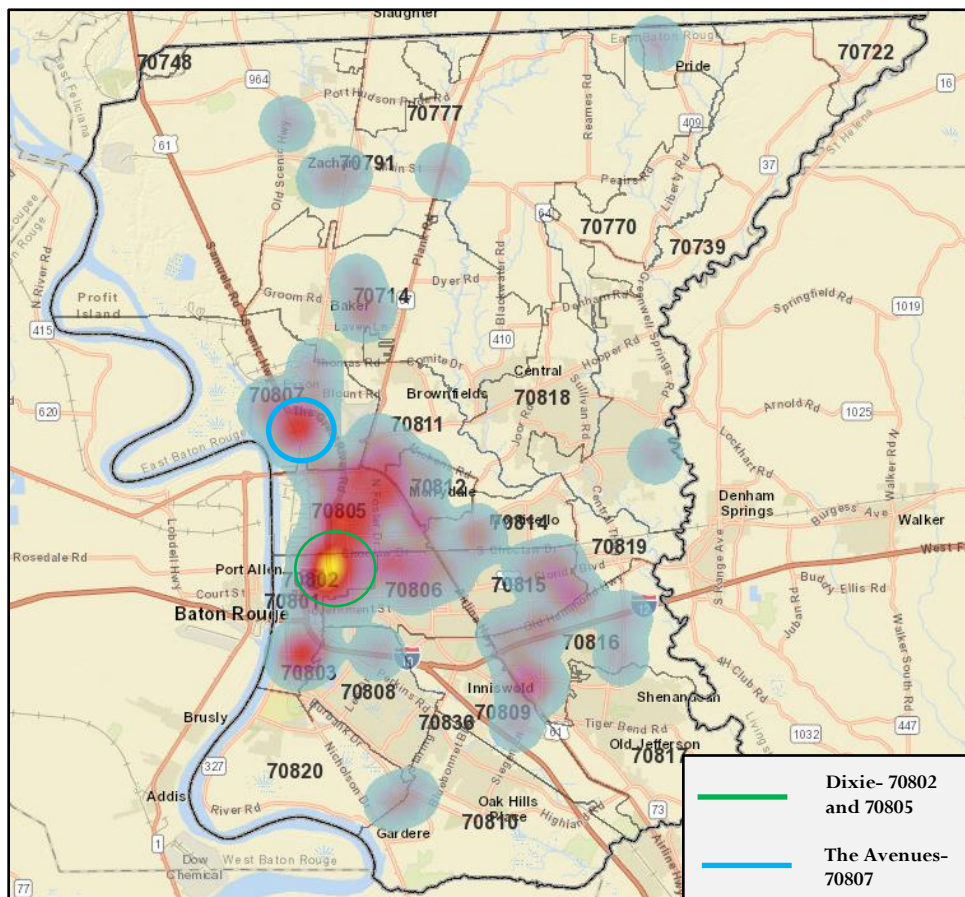
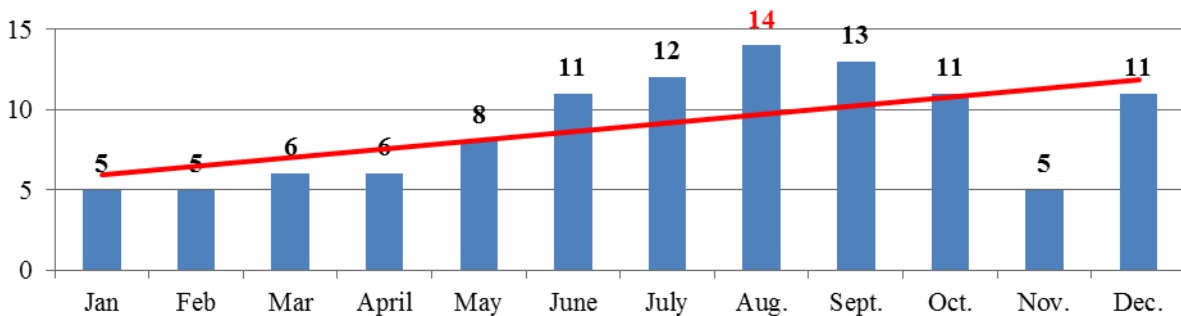


Figure 3. Heat Density Map for Murders in 2017

The summer months of June, July, August, and September were the highs for the year, and this corresponds to a usual spike in murders during the summer. A rise in murders for

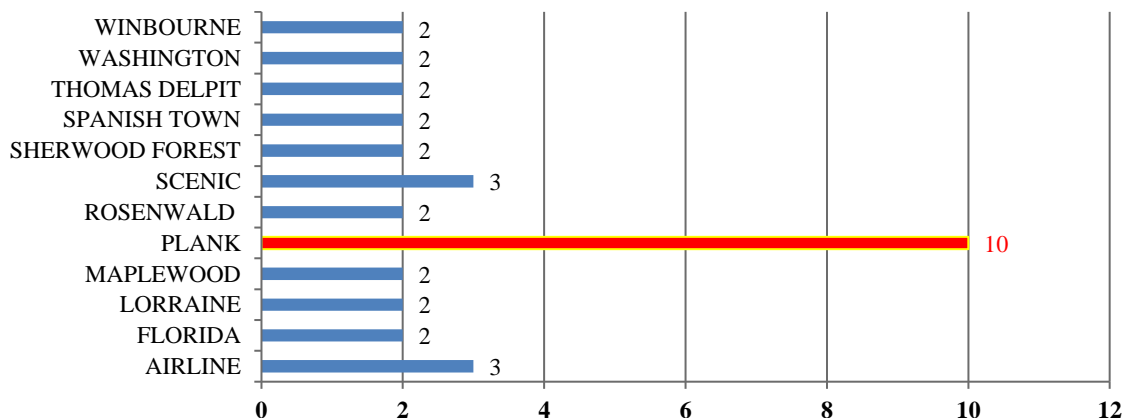
December is abnormal for the parish. The day of the week that produces the most murders is Tuesday with 19, followed by Saturday and Sunday both with 18 murders. The time of day that most of the murders are occurring is 9 p.m. to 1 a.m.

Table 2
Monthly Trends for Murders in East Baton Rouge Parish



Top Active Streets. The top active street for 2017 was Plank Road. Although Plank Road runs across several zip codes, only a small portion of it is actually very active where many murders have occurred. The blocks of 1800 through 3500 have 5 murders alone.

Table 3
Top Active Streets for Murders



Reducing Gun Crime through Technology and Analysis

In the summer of 2016 the firearms unit of the State Police Crime Laboratory realized there were some areas for improvement with gun crime investigations. First, the number of shootings in the Capital area had risen to the point examiners could no longer keep up with the volume. Second, once they confirmed a match between cartridge casings either left at a crime scene or test-fired

from a recovered firearm, little or nothing was being done to further low-harm investigations. They met with the agencies involved and it was agreed the DA's CSU would conduct an analysis of each correlation. Furthermore, it was agreed that a confirmation would not be necessary, but CSU would conduct the analysis based on a lead generated from the National Integrated Ballistics Information Network (NIBIN). The Bureau of Alcohol, Tobacco, and Firearms' (ATF) NIBIN is the only interstate ballistic identification system that allows law enforcement partners to associate ammunition casings, crime guns, and crime scenes. The basis for firearms examination is founded on uniqueness, and the uniqueness of each firearm's surfaces (firing pin/striker, breach, barrel, etc.) transfers to the cartridge case and bullet when fired.

A process was developed in September of 2016 where the crime lab would generate leads and send the case linkages to CSU investigators for analysis. Using the various databases available, CSU investigators would attempt to determine if the lead increased the solvability of either or both of the gun crimes. In addition to that, investigators would determine if the linkage was significant in ongoing prosecutions and notify the Assistant District Attorney who had the case(s) of their findings. This process put information in the hands of detectives and prosecutors within days, rather than the months it previously took. And, by using NIBIN leads rather than examiners' confirmations, it reduced their time considerably. Another decision that turned out to be a key to success was to archive these analyses in a searchable format.

As the process continued through 2017, we began to realize some of these crime guns were being used in multiple shootings, and several guns were often used in the same incident. This established very complex linkages. For example in one lead there was a 9mm pistol used in two attempted murders. In one of those, a .40 caliber pistol was also used. That same .40 caliber pistol was used in a homicide. In the other attempted murder there were two different .40 caliber pistols used and one was linked to yet another shooting. In all, a total of 6 guns were used in 5 shootings. We were also beginning to see linkages between shootings in Baton Rouge and other jurisdictions along the I-10 corridor into Jefferson and Orleans Parishes.

ATF offered to allow one of their contract analysts to construct charts of these leads. They have been invaluable in visualizing how these gun crimes are connected. That partnership has also resulted in additional collaboration with the ATF as not every firearm used in a shooting is recovered. They are often used in other shootings and produce additional add-on leads. The more complex these get over time, the more important the charts become to help detectives and prosecutors visualize the series of shootings.

As we look to 2018, there are a number of improvements that can be made to our process. The first of which would be to obtain another NIBIN machine housed at the crime lab. Currently, agencies have to share time to enter their casings into the database. This results in delays and scheduling conflicts. In shootings, particularly homicides, time is of the essence.

Another area we seek improvement is in comprehensive collection and processing by all agencies in the parish. We would hope the ATF is working with surrounding parishes to impress

upon them how important that is. Currently, we know that the two major agencies in EBRP are processing every crime gun and casing recovered. But not all casings are recovered. In numerous instances, CSU investigators have returned to shooting scenes and recovered casings. Some of these have generated additional leads that would otherwise not have been discovered.

The next area we seek improvement in is comprehensive tracing of all recovered firearms. Through the ATF each agency has a means of requesting the serial number of a firearm be traced to an individual purchaser. Contrary to popular belief, law enforcement cannot just plug a serial number into a computer and determine who the owner is, like they can for a car or truck. They can only determine if it was reported stolen or not. Only ATF agents and analysts can do this. It is a manual process, also. Once the trace request is submitted they find what company imported the firearm and to which federal firearms licensee (FFL) it was delivered. Then, they contact that FFL and have them search their sales records for the form each individual is required to complete when purchasing a firearm. Tracing is important for two reasons. If a gun is stolen and the owner does not know the serial number, it cannot be entered into the National Crime Information Center (NCIC) database, and, therefore, if recovered by law enforcement, would not be returned. Second, tracing gives analysts a comprehensive picture of where crime guns go and where they come from. In a 2010 report commissioned by the Mayors Against Illegal Guns (<http://www.TraceTheGuns.org>) Louisiana exported 23.7 guns used in criminal acts per 100,000 residents ranking us 15th in the Nation. The National Average was 14.1 per 100,000 residents. Mississippi was the highest with 50.3 per 100,000 residents.

Finally, we would like to upgrade our method of archiving the data we generate from our analyses. We are working with both the City-Parish and Sheriff's Office IT managers to pull the data from their reporting systems and map it through the Geographic Information System (GIS).

ShotSpotter

Background. According to ShotSpotter, nearly eight out of ten gunfire events go unreported to 911. ShotSpotter technology allows law enforcement the ability to fight gun violence through real-time intelligence. This real-time intelligence allows law enforcement to respond quickly and provide lifesaving first-aid to gunshot victims. Not only does this technology provide safety for the community by notifying law enforcement of shootings in real-time, but it also allows law enforcement the ability to respond to an active shooting with intelligence that could be crucial to the safety of the officer responding and other witnesses.

Coverage Areas. East Baton Rouge Parish currently utilizes ShotSpotter in eight different coverage areas, which encompass seven square miles. Throughout the coverage areas, ShotSpotter sensors are strategically placed to detect and triangulate gunfire within the coverage area. These coverage areas were chosen due to high volumes of gun-related crimes. In these coverage areas, ShotSpotter sensors accurately pinpoint shootings and notify law enforcement to the exact location. This technology helps law enforcement recover cartridge casings used in shooting investigations. These cartridge casings are then sent to the Louisiana State Police Crime Lab and

entered into NIBIN to potentially link to other shooting investigations. ShotSpotter technology is vital to CSU's gun crimes intelligence efforts.

Lack of Coverage. Even though ShotSpotter covers over seven square miles in eight coverage areas, there are still parts of the city that are consumed with gun-related crimes. Over the past three years a small area located around the intersection of Plank Road and Jefferson Avenue has accounted for multiple homicides and shootings. Applying ShotSpotter technology to the Jefferson Avenue/Plank area would help law enforcement investigate and fight gun-related crimes.

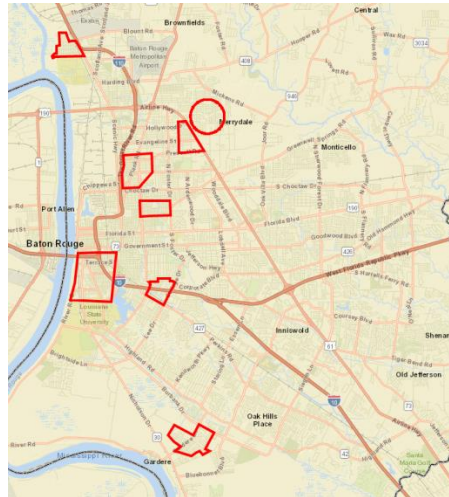


Figure 4. ShotSpotter Coverage Areas

Yearly Shots Fired Analysis for East Baton Rouge

Background. The CSU analyzes shots fired data on a daily, monthly, and yearly basis. For the daily, we look at tight patterns that correspond with active investigations and ongoing intelligence gathering. The monthly analysis allows law enforcement to see the most active streets, days, and times of day that shootings are occurring and adjust their policing to better fit with where and when crimes are occurring. Finally, the yearly analysis allows officers and other agencies to get a firm grasp on what gun crime and shooting look like in Baton Rouge for a prolonged period of time. It allows for full unit adjustments if necessary for high shooting days and areas. It also allows us to compare across other cities and towns that mirror Baton Rouge in crime to determine if current strategies are helping.

Trends:

- A.** Overall analysis of shooting incidents in Baton Rouge identifies several hotspots (as shown in Fig. 5). The top three high-shooting areas identified are Dixie; Brookstown; and an area known as The Park, which lies between District 1C-1 and 1C-2. Throughout monthly analyses these areas have also shown a high recurrence rate. Another overarching trend in the data examined was the comparable rates of the different types of shootings, including 451–Routine, 452–Urgent, 453–Immediate, and 45S–

ShotSpotter (see Table 4). For 2017, ShotSpotter had the highest number of incident types, followed closely by 452.

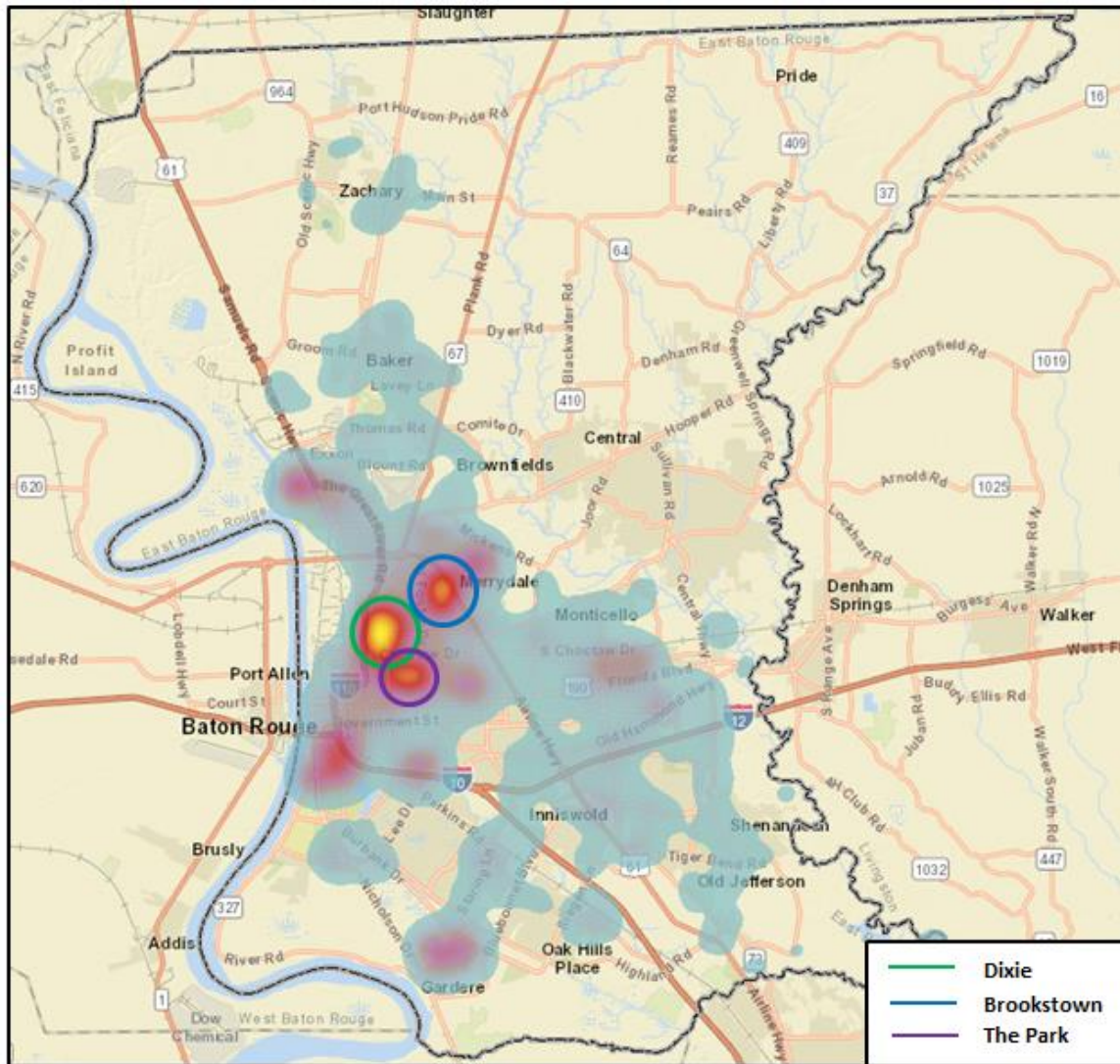
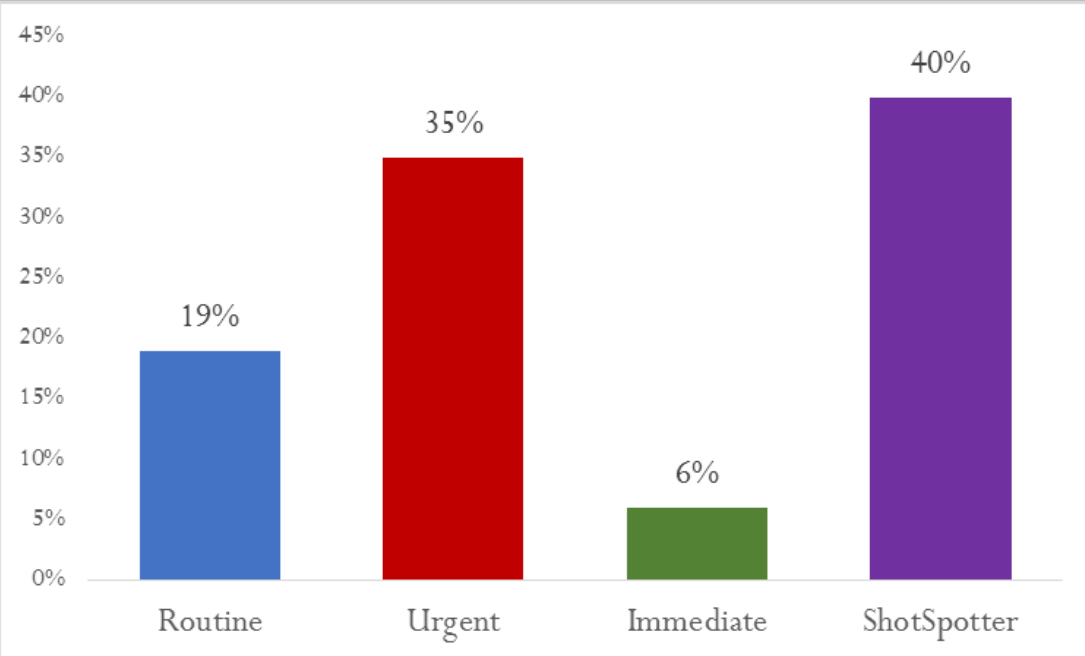


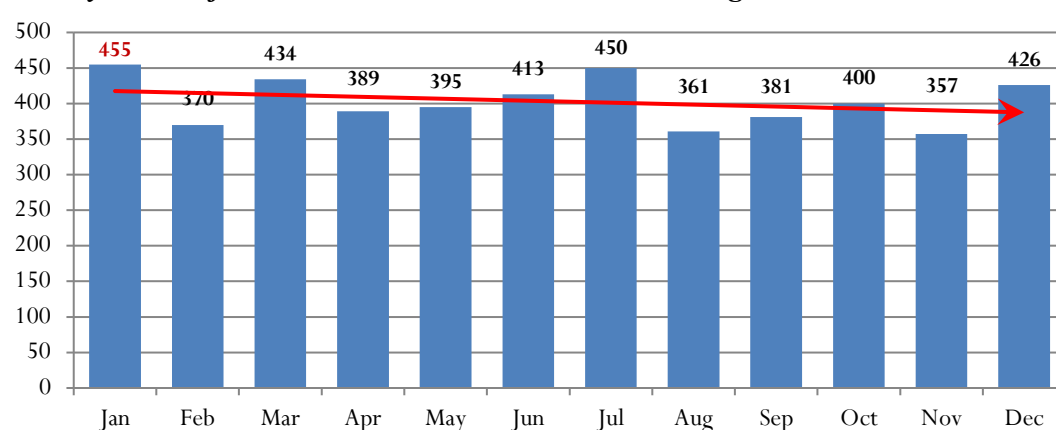
Figure 5. Heat Density Map for All Shots Fired Incidents in 2017

Table 4
Percentage Breakdown of Shooting Incident Types



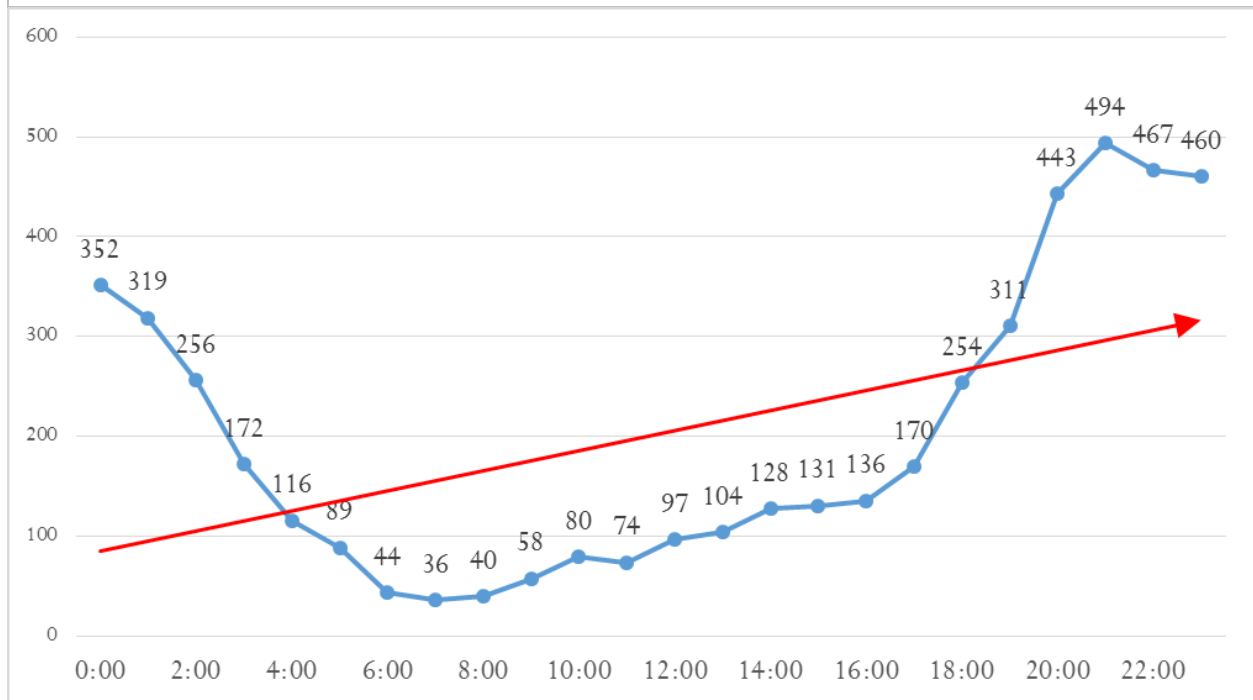
B. Monthly trend data for shootings within EBRP show a slight decline (Trend line; $R^2 = 0.0868$) as the year progressed, with January ranked No. 1 for highest number of shooting incidents throughout the year. It is important to note, that while the general trend is declining, from month to month there is considerable up and down. It is also important to note that three months with high shooting activity (January, July, and December) all have major holidays, and a look into daily activity shows days surrounding these holidays to be highest for those respective months (i.e., Jan. 2nd; July 3rd and 5th; and December 25th).

Table 5
Monthly Trends for Shots Fired Incidents in Baton Rouge



- C. Further examining 2017 shooting data identifies patterns of activity across the time of day (see Table 6). It is important to note that this data is not adjusted for DST; however, as expected, the times with the highest activity trend in the evening hours. Although the highest activity times are in the early evening, between 19:00 and 23:00 hours.

Table 6
Yearly Trend for Shooting Incidents by Time of Day



- D. The last, yet considerably most important, trend examined during this analysis focuses on shooting activity by address. This allows law enforcement to see where the highest shooting activity areas are. Table 7 identifies the top 9 addresses that ranked highest for shots fired, with number one totaling 24 separate shooting incidents at the respective address. This address is a known area of interest and general high crime in Baton Rouge, and the data provides much needed intelligence in asserting that claim.

Table 7
Addresses with Highest Shooting Activity for 2017

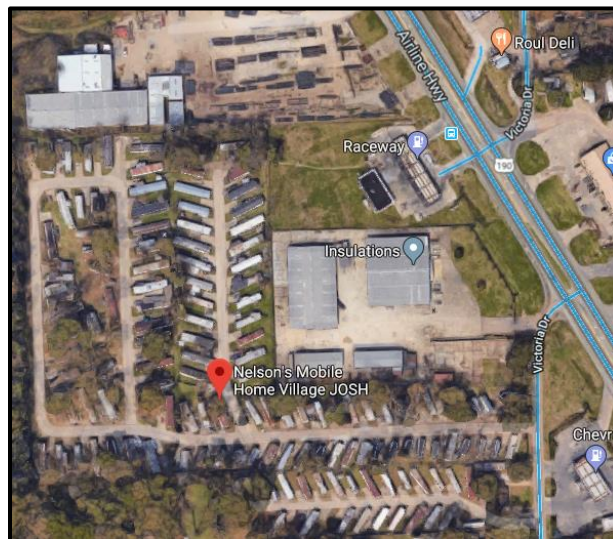
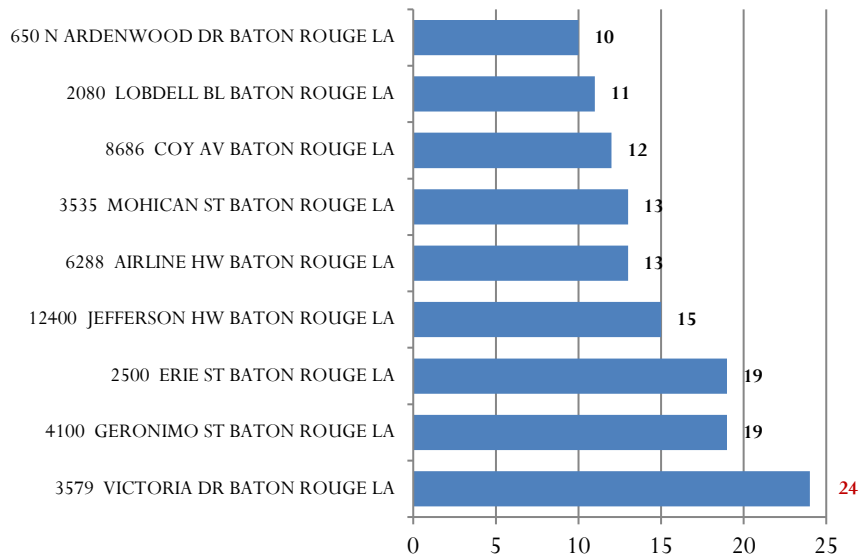


Figure 6. Address with Highest Rate of Shooting Incidents for 2017

Community Outreach

The mission of the Crime Strategies Unit is to develop and implement innovative strategies and programs that improve public safety. To this end, CSU works to build connections between stakeholders in the community, the school system, and law enforcement. Our goal is to form partnerships with law enforcement officers and community members to improve the quality of life in the targeted areas of 70805, 70802, and the Kleinpeter area. This unit steps outside of the traditional role of a prosecutor and works proactively with the community and members of law enforcement to prevent crime from occurring or escalating. While 70805, 70802, and the Kleinpeter area were the initial focus of CSU community outreach efforts, the unit has been pulled into other areas of the Parish, such as Tigerland and the apartment complexes surrounding LSU, based on need.

Outreach is defined as reaching out to others, or becoming involved in a community effort. Trust between law enforcement officers and the community is built through a consistent commitment to be present, visible, respectful, and fair. The CSU spends a great deal of time in the targeted communities to promote public safety through enforcement and community engagement. We are committed to participating in neighborhood canvasses, community meetings to discuss safety concerns, and educational programs in the schools.

Community Outreach in Baton Rouge

Beat the Heat. We partner with several law enforcement agencies to provide safe and fun activities in each community during the summer. These are collaborative “pop-up” events in streets, community centers, and parks near the hotspots. Each event is designed to be an instant event where partners show up and provide summer entertainment to our youth in our community. We have participated in Beat the Heat: Jambalaya in the Park at Evangeline Park; Beat the Heat: Snowballs in the Park at Gus Young Park; Beat the Heat: Hot Dogs in the Park at Blueberry Park; and Beat the Heat: Fun in the Sun at Mallard Crossings. We are hoping to bridge the gap between local law enforcement and the community.

Meet the Beat. We have participated in several “Meet the Beat” events throughout the city in partnership with the Mayor’s Office. The goal is to bring law enforcement officers that patrol the neighborhood and residents together to improve relationships. We engage the residents by listening to their concerns and working together to provide viable solutions.

Real Talk Youth Program. We have partnered with the National Black Prosecutors Association (NBPA) to host the Real Talk program. This program was developed in response to concerns regarding African American youth. The objective is to work with young boys to foster mentoring relationships and show them alternatives to violence. Through this program, the NBPA actively addresses the “school to prison pipeline” trend, as well as combats the misinformation that is often prevalent about how the criminal justice system works.

The panels focus on the following topics: *Crime and Choices*, which feature police officers educating students about the realities of crime and interacting with law enforcement; *Consequences*, addressing what happens in the judicial system; and *Options*, where panelists discuss how to deal with situations in a non-violent manner and how to make positive choices for the future.

Mentoring Baton Rouge. We have participated in Mentoring Baton Rouge which was hosted by Pastor Raymond Jetson and the Urban Congress. The purpose of the event was to train over 1,000 mentors city-wide to mentor African American males in our City.

We understand that positive engagement by law enforcement can have an impact on youth in our communities. Youth in our communities will benefit greatly from guidance, mentoring, and conversations with officers in the neighborhoods. In the future, we plan to partner with Urban Specialist. Urban Specialist is a non-profit organization that has served all over the world in the area of social services for youth and families, violence prevention, gang intervention, and community activism since 1998.

Our goal is to continue to present in not only our targeted communities, but all areas where there is a need. The hope is to reach young people where they are and to empower them with guiding principles toward positive change. Although at-risk youth exist in some neighborhoods, we understand that they are not destined for criminal behavior. To experience change in our communities, we must continue to work together.

Reducing Disorder in Hotels and Motels

When the DA's CSU was first established, we consulted the subject matter experts—the deputies of the EBRSO who patrol it—as to what is likely to cause crime and disorder in the Kleinpeter area. During interviews with the 4 shifts at the substation, we learned that human trafficking, prostitution, and the related criminal acts was one of the greatest threats to this area. Each of the shifts ranked the Reiger Road hotel/motel area as one of the most call-intensive areas of their patrol area. Once this problem was identified, further research into the extent that prostitution exists in the Baton Rouge area was deemed necessary. Interviews with Investigators from the Sheriff's Office and State Police who are assigned to work prostitution cases were conducted. Both detectives have worked prostitution/human trafficking cases for quite some time, and they stated that most hotels/motels in the Baton Rouge area were frequented by prostitutes and their customers, referred to as "Johns." Generally, the prostitutes use one or more of the various internet sites to advertise. The most widely known is *Backpage* (<http://batonrouge.backpage.com/FemaleEscorts/>). Both agree the Reiger Road area is one of the most heavily trafficked, but prostitutes also use other budget motels in the Baton Rouge area, particularly in the Sherwood Forest/I-12 and College/Constitution areas. Additional research led us to the Center for Problem-Oriented Policing Guide No. 30 – Disorder at Budget Motels (http://www.popcenter.org/problems/budget_motels/).

According to the Guide, the very nature of overnight lodging makes it conducive to crime and disorder. Motels and hotels house people only temporarily, often in commercial areas with high crime rates. Because budget motels offer low rates, accept cash, and often have a relatively unrestricted environment, local residents with illicit or antisocial intentions find them particularly attractive. Drug sales, prostitution, loud parties, and other activities can often be undertaken at motels with less risk than at private residences. Motel guests have little motivation to report drug dealing and prostitution because they have no long-term stake in the motel. In addition, motel managers often have a limited opportunity to get to know the backgrounds of the people on their premises. Finally, in municipalities that lack the resources to provide motel oversight, motel managers have little incentive to accept responsibility for problems.

Motels attract crime, in that people inclined to commit it are drawn to them because their conditions and reputations are favorable for doing so. Poorly managed motels also enable crime by attracting offenders to a location with weak oversight. A considerable number of budget-motel users seek rooms for criminal or nuisance purposes. Prostitutes and their customers rent rooms to secure safe, cheap places to conduct business; drug dealers use motels to contact buyers and make transactions; smugglers use motels as way stations for people they have smuggled into the country; and partiers rent rooms to get away from their usual environment, drink alcohol or use drugs, and generally behave in ways that are less acceptable at home.

We found in the Guide a way to compare hotels and motels of varying size as to their relative rates of disorder. That is, by computing a ratio of police calls-for-service (CFS) per room. We found many jurisdictions that have adopted the CFS/room ratio as a condition of licensing. One of them, Tuckwila, Washington, located between Seattle and Tacoma, created three categories: (1) less than or equal to 0.25 CFS/room/year; (2) 0.26 CFS/room/year to 1.0 CFS/room/year; and (3) more than 1.0 CFS/room/year. Any property that falls above .25 CFS/room/year must take corrective action.

We compared two areas with a high concentration of hotels/motels using 2016 CFS data: the Reiger Road area previously mentioned and patrolled by the Sheriff's Office and the Gwenadele Avenue area near Interstate 12 and Airline Highway patrolled by the Baton Rouge Police Department. Of the 13 properties we identified (7 in the Gwenadele area, 6 in the Reiger area), only one would not be subject to corrective action by Tuckwila's standard. Three would be subjected to the strictest sanction.

Law enforcement has not ignored this problem. In fact, they have devoted extensive resources to reducing disorder in the Reiger Road area in the form of public assistance patrols, neighborhood patrols, and business checks. In 2015 they documented 799 of these patrols/checks. In 2016 they increased to 835; however, not only did the other CFS rise from 319 in 2015 to 382 in 2016, the CFS/unit rose from .57 CFS/unit in 2015 to .68 CFS/unit in 2016.

Now that we have identified the extent of the problem how do we intend to reduce the disorder in these budget motels? After extensive research we found that most jurisdictions have

structured or revised their hotel/motel ordinances. Jefferson Parish was faced with just such a problem several years ago. By restructuring their ordinance to include sanctions based on disorderly conduct *not reported by hotel management or security* they virtually eliminated the problem. Simply put, by motivating the hotel management through fear of losing their license or incurring a fine, they (management) increased guardianship and oversight over their property. Thus, the criminal element moved out and business travelers, tourists, etc. felt comfortable in staying at the properties.

In 2018, we introduced an ordinance modeled after the one in Jefferson Parish. We met with the local hotel/motel association, addressed their concerns, and discussed our ideas with members of the Metro Council, public works, the Parish Attorney's office, and law enforcement. After our discussion, the Metro Council passed the new hotel/motel ordinance that will help the budget motel operators remove the criminal element from their properties and bring back reputable, paying guests.

Human Trafficking and Massage Parlors

Sex trafficking is the “recruiting, harboring, transporting, providing, obtaining, patronizing, or soliciting of an individual through the means of force, fraud, or coercion for the purpose of commercial sex.” It is not necessary, however, to demonstrate force, fraud, or coercion in sex trafficking cases involving children under the age of 18. According to the National Human Trafficking Hotline (<https://humantraffickinghotline.org>) the top venues for sex trafficking are Illicit Massage or Spa businesses.

When CSU was formed, we attended several community meetings. Residents in the Southeast part of EBRP identified a number of massage parlors they believed were fronts for trafficking. These businesses all had a common appearance. They are located in strip malls on busy thoroughfares such as Coursey Boulevard and O'Neal Lane. Typically, they have a neon sign that states “Open,” and very little advertising other than a large sign advertising massages. They are open for long hours, many until 10:00 PM or later, and they are advertised as Asian-themed with names such as Chinese Massage, Lotus Massage, and Tokyo Day Spa.

CSU contacted the Louisiana Board of Massage Therapy (LBMT) regarding their licensing and inspection process. Louisiana recognizes reciprocal licensing from any other state that has the same requirements for licensure, and the law governing Massage Therapists in Louisiana prohibits local governments from imposing any additional requirements or fees. So, in EBRP, to set up a massage business, all one needs is an occupational license and permit inspection.

CSU researched *Backpage*, and noted a number of licensed massage businesses advertised there. All showed photos of young, scantily clad Asian women in suggestive poses. Many advertise table showers and use emojis similar to the *Backpage* ads for escorts.

Further research led us to a memo from September 2015 from the California Massage Therapy Council (CAMTC). That memo states, “California massage schools impact many other

state massage therapy boards due to the vast number of massage schools located in California; the unfortunate and increasingly significant percentage of questionable schools, diploma mills, and fronts for illicit activities such as human trafficking and prostitution; and the large population of both legitimate and illegitimate massage therapists they graduate, many of whom migrate to other states.” We obtained complaint data from the LBMT and noted on the license applications many of the phone numbers had California area codes.

In a study of 100 Asian masseuses (HIV Risk Among Asian Women Working at Massage Parlors in San Francisco, Nemoto, et al. *AIDS Education and Prevention*, 15(3), 245–256, 2003, © 2003 The Guilford Press), regarding their working conditions, use of condoms, etc., there were a number of fairly disturbing responses.

- During a typical week, participants reported an average of 26.6 customers.
- Participants worked an average of 10.5 hours per day (range: 7 to 15 hours) and an average of 5.3 days per week (range: 4 to 7 days).
- Customers paid an average massage fee of \$51 to the parlor, and masseuses received tips for their sexual services from customers.
- Over half (62%) of the participants had been physically beaten by a customer, and 18% were beaten so severely they needed hospital treatment.
- Forty-eight percent (48%) of the sample reported seeing a doctor or nurse in the past 6 months. Among those who sought a doctor or nurse, 94% were diagnosed with at least one STD.

There were numerous other conclusions in the study; it paints a picture of indentured servitude due to low levels of education and language barriers. These women are subjected to constant threats of violence, long working hours, having sex with large numbers of customers, and a high risk of being infected with a sexually transmitted disease. There is no reason to believe the massage parlors in Baton Rouge are any less dangerous or that the masseuses are treated any better.

In the 2017 Human Trafficking Task Force Report prepared by the Federation of State Massage Therapy Boards (Copyright ©2017. All rights reserved.), they found there were as many as 6,500 illicit massage businesses in the United States. Research also shows that in each year from 2012 through 2016, the “commercial-front brothel” was one of the top two venues for sex trafficking.

In 2017 the legislature amended the law regarding massage therapy. La. R.S. 37:3567 (c) added language allowing local or state law enforcement representatives or municipal or city officials to assist with the enforcement of this law. Therefore, in the coming year we propose to conduct inspections of facilities that are open late at night to ensure they are in compliance with state and local ordinances and that they are not just fronts for prostitution. We also are partnering with the LBMT to identify and investigate any suspicious activity reported to them, as well as

report any lack of compliance we find to them so they may take regulatory action. In addition to that, we have enlisted the aid of our federal partners with regard to investigations and prosecutions that have ties to human trafficking that may lead outside our jurisdiction.

Staffing and Sustaining CSU

The intelligence and data driven prosecution model implemented by the East Baton Rouge District Attorney is at the forefront of best practices that are being implemented nationwide. CSU was modeled after the District Attorney of New York's Unit of the same name. CSU personnel have attended numerous trainings around the country and have been presenters at trainings and webinars around the country. CSU has also hosted numerous jurisdictions who have visited with the hopes of implementing a similar model.

The numerous crime prevention projects and community outreach efforts, combined with active caseloads, as well as staying connected to the nationwide community, makes staffing CSU a struggle. The more efforts that CSU takes on, the further personnel becomes spread thin. CSU is internally funded through diversion of resources from trial sections to the unit. Expansion of CSU would likely require other resources, as diversion of further resources from trial sections does not seem feasible.

The Future of CSU

The crime problems in Baton Rouge are not unique. Many jurisdictions suffer from the same issues as Baton Rouge. Many jurisdictions have implemented strategies to deal with the same issues Baton Rouge faces. CSU is vital to effective prosecution and crime prevention efforts to address the problems in Baton Rouge. The sky is the limit for the work that CSU can do with so many different agencies at the table with such diverse sets of skills. The future of CSU is bright as long as adequate resources and personnel are in place. Regardless of funding or expansion, the District Attorney and CSU are committed to continuing their partnerships with law enforcement, as well continuing to listen to the needs of the community.

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Federal Support

By Brandon Fremin, U.S. Attorney, and Corey Amundson, AUSA, USAO - MDLA

The U.S. Department of Justice (“the Justice Department”), through its various components, including the United States Attorney’s Office for the Middle District of Louisiana (USAO), has undertaken several efforts to assist state and local authorities and the community in reducing crime and assisting victims in the metropolitan Baton Rouge area. Below are some examples.

Grant Funding

In September 2017, the Justice Department awarded millions of dollars to state and local agencies and organizations in the Baton Rouge area, including:

- \$3.8 million to assist law enforcement affected by the 2016 flood
- \$2.4 million to combat sexual assault and assist victims
- \$2.8 million for data collection, management, and analysis
- \$1 million for state prisoner reentry programs
- \$400K for drug treatment efforts
- \$400K for forensic science efforts
- \$300K to support the Louisiana Internet Crimes Against Children Task Force
- \$825K to prevent those with mental health issues from obtaining a firearm

Operation Joint Endeavor

To address the problem of gun violence, the USAO has increased our focus on federal gun prosecutions through an initiative called Operation Joint Endeavor. Through this initiative, the USAO, in consultation with the DA’s Office, works with the Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF), the BRPD, and the EBRSO to identify and prioritize violations of federal gun laws by violent offenders. The initiative aims to streamline federal gun prosecutions and get armed, convicted felons off the streets (more quickly than through traditional felony gun referrals) by identifying cases suitable for federal prosecution soon after the underlying arrests; immediately de-conflicting with the DA’s Office; and, once the cases are adopted for federal prosecution, prioritizing those cases within the USAO. Since April of 2016, this initiative has resulted in the prosecution of more than 80 defendants, many with violent criminal histories and some sentenced to up to 20 years in federal prison.

Violent Crime Strike Force

In October of 2017, the USAO launched a Violent Crime Strike Force to target violent crime committed by the most violent groups and individuals in and around Baton Rouge. The Strike Force brings together resources from the DA's Office, ATF, FBI, DEA, DHS, the Organized Crime and Gang Section of the U.S. Department of Justice, the US Marshal Service, BRPD, EBRSO, LSP, the AG's Office, and the Constable's Office.

Using the agencies' collective data and intelligence, the Strike Force has been working to identify, investigate, and prosecute the most violent groups and individuals in our area. Strike Force teams—consisting of federal prosecutors and federal, state, and local law enforcement agents—are assigned to each of the identified groups and will use all legal means at their disposal to investigate and pursue those groups. Those individuals identified as posing the greatest threat to our community are subject to similar scrutiny by the Strike Force.

Developing a Targeted Illegal Gun Strategy

By Hillar C. Moore, III, District Attorney, EBRDA

Examining 2017 Homicides

Last year, 2017 closed with 104 homicides in EBRP, the highest ever recorded in our parish. A breakdown of these homicides reveals the following classifications for the 76 crimes that Baton Rouge Law Enforcement has knowledge of the drivers:

- Group Member Involved – 21 (28%)
- Robbery - 14 (19%)
- Domestic Violence - 13 (18%)
- Disputes – 9 (12%)
- Drugs – 8 (8.5%)
- Other – 11 (14.5%)

Hidden within this data is the good news that BRAVE's anti-group violence efforts have worked to reduce group involved homicides from 56% in 2012 to approximately 40% (across 104 homicides) in 2017. Much more difficult is defining a strategy to reduce crime across this range of disparate drivers. One possibility, used elsewhere, is to develop a targeted illegal gun strategy, specifically seeking to reduce illegal guns in our parish. Attacking illegal guns for violent crime reduction should reduce crime across all categories of homicides.

In *Gun Markets: Annual Review of Criminology* by Philip J. Cook, several important findings emerge: the lethality of guns has increased by the type of weapon now being used; guns are not in the hands of trigger pullers long before use; guns are typically bought from family members or friends off the street; group dynamics play a large role in obtaining guns; costs and availability matter; and policy and enforcement matter. There are at least 270 million firearms in the United States. One out of every three households has firearms inside. Close to 250,000 firearms are stolen every year (Cook, 2018).

Two hard pieces of data indicative of the need for a targeted illegal gun reduction strategy are (1) the reports of ShotSpotter indicating 10-20 shootings per night in our parish and (2) City Police officers reporting an increase in guns collected from the streets from 5 per week to now 100 per week.

One of the cities using a focused deterrence model for gun crime reduction is Stockton, California. Their process involves regularly scheduled shooting reviews attended by multiple law enforcement agencies. The purpose of the review is to understand the circumstances behind every shooting since the last review and develop a strategy to intervene and prevent future

shootings. Their interventions rely on street-based mediators (known as “peacekeepers”); group call-ins of active groups; and individualized, custom notifications to trigger pullers. As a focused deterrence model, the message is the community rejects violence, services are available for anyone who wants them and certain acts of violence will be met with group level sanctions. Stockton also uses a close relationship between law enforcement officers and parole/probation officers to conduct individual spot checks of gun compliance. Stockton continues to emphasize group violence focused deterrence strategies that have been used by other cities to target both groups and trigger pullers.

Elements of a Gun Strategy

1. Reinvigorate our focused deterrence effort formerly known as BRAVE, with a new name and a new mission—targeted gun response. Many of the same tools will be used (e.g., call-ins and customized notifications). Our offices have already begun a detailed review of all gun arrests beginning in January 2018, with all agencies participating.
2. Work with existing community and faith-based youth as well as Urban Specialist who are soon to arrive to consider developing a “peacekeepers” role. Consider starting an Office of Violence Prevention to provide services to those who seek help.
3. Continue our regular shooting reviews to supplement current homicide reviews.
4. Conduct extensive public outreach to define “illegal guns” and seek the public cooperation with intervention. An illegal gun is:
 - Any rifle possessed on the streets by one under 18 or pistol under 21
 - Any stolen weapon possessed by anyone
 - Any weapon concealed without a CCW permit
 - Any weapon possessed by someone under a protective order, including domestic violence orders
 - Any weapon possessed by a convicted felon
 - Any illegally modified weapon (full-auto, short-barreled, or obliterated serial numbers)
5. Conduct extensive public education to eliminate one of the most common sources of illegal guns—an unlocked car.
6. Enhance police and prosecutor training on illegal gun crimes emphasizing DNA collection practices and constructive possession law.
7. Embed a jail intelligence officer at the prison to identify group violence issues.

8. Join the National Network of Safe Communities (NNSC) to stay current with the latest techniques in focused deterrence and targeted gun strategy research.
9. Increase our use of “customized notices” to reach more of those at risk in order to prevent violence and offer help.
10. Increase our intelligence units to allow them to keep up with the activities that are underway in our community, as well as start a dedicated group/gang unit.

Citation:

Cook, P. (2018). Gun markets. *Annual Review of Criminology*, 1:1, 359-377.
[doi/abs/10.1146/annurev-criminol-032317-092149](https://doi.org/10.1146/annurev-criminol-032317-092149)

Baton Rouge Police Department Technology Plan

By Murphy J. Paul, Chief, BRPD

The Baton Rouge Police Department is the primary law enforcement agency for the capital city of Louisiana and serves a population of over 400,000 in the metro area. An accredited police department for over twenty years, our department remains committed to enhancing the quality of life for our citizens while reducing crime and fear of crime in Baton Rouge. By examining recommendations made in pillar four, by the Task Force on 21st Century Policing, department leaders identified the need to begin integrating “best practices” of public safety with state-of-the-art technology. New technological initiatives and progressive strategies are going to be implemented in an ongoing partnership with our citizens, academia and businesses, working together as a team, to invest and utilize technology as a force multiplier to reduce violent crime and promote Baton Rouge as a “Smart City”.

The Baton Rouge Police Department technology plan is prioritized and designed to enhance the effectiveness and efficiency of the police services by providing front line personnel in Uniform Patrol and Criminal Investigative Bureaus immediate access to advanced technology, information systems, and analytics to offer real-time actionable information and situational awareness. In addition, real-time data analysis will help create enforcement models that utilize a “pinpoint precision enforcement” approach instead of “zero tolerance”. This approach will help leverage a stronger community presence that supports crime reduction, increases public trust and reduces fear of crime.

The foundation of this initiative will be the deployment of the Baton Rouge Real-Time Crime Center (BRRTCC) located at Baton Rouge Police Headquarters in partnership with the District Attorney’s Crime Strategies Unit, LSU, and the City of Baton Rouge Information Services. When completed the Baton Rouge Real-Time Crime Center (BRRTCC) will provide a single source of real-time data and critical information to enhance situational awareness, coordination, communication, and analytics in support of daily, planned, and emergency operations for public safety in the City of Baton Rouge and the metro area. It will consolidate work flows of information by integrating data from various disparate sources in a digital mapping environment allowing operators and analysts to assist responding personnel, both patrol and investigations, during the initial stages of response and through the preliminary investigation of priority calls or events that are significant in nature. In addition, this information is used to create near real-time dashboards, density maps, and trend charts that enhance situational awareness and provide near real-time analytics to identify hot spots and crime patterns. This will provide police supervisory personnel

data driven information in near real-time in order to gain a more expedient and accurate analytical perspective of crime within the patrol districts they supervise. It will enable police supervisory personnel and crime analysts to instantly assess the volume of criminal activity in order to distribute valuable police resources accordingly and in an efficient manner to prevent crime. Large format interactive display monitors will be installed at various locations for displaying the interactive maps, dashboards, and situational awareness/emergency management applications. For the majority of time, these monitors will be used for conducting daily oversight within the four BRPD Districts. However, during an emergency event the entire COP will be critical for efficient and effective responses by all public safety stakeholders.

The Crime Strategies Unit, created by District Attorney Hillar C. Moore, III will be infused into the BRRRTCC to ensure complete continuity. As data passes through the BRRRTCC, it will be shared in real-time allowing CSU analysts and prosecutors to conduct in depth analysis to identify complex and connected crime patterns. Having CSU in the BRRRTCC will provide CSU analysts real-time situational awareness and the ability to collect intelligence as crime is happening. In addition, CSU can provide enhanced data and intelligence on individual crimes and criminals to officers in the field.

The BRRRTCC will create, manage, and conduct proactive monitoring of a video integration platform and detection resources, such as public and private video camera feeds, ShotSpotter sensors, license plate readers (LPR), and other data silos to aid in the prevention of crime, the identification of criminal activity as it is occurring, and the capture of video evidence to support intelligence and prosecution in cases of criminal activity. In order to accomplish an effective operational real-time crime center, the department will have to find ways to support the build out of the BRRRTCC that will include hardware, software, build out equipment and personnel. In addition, the department will re-focus efforts on strategically populating areas of the city with an additional 75 crime cameras, 45 License Plate Readers (LPR's), and double the current coverage area of ShotSpotter. We will create a private – public partnership to manage servers that will provide the department access to thousands of public, private and commercial video feeds throughout the city and metro area. It will allow investigators immediate access to all available video footage of participating private and commercial systems. Developing the identity of the Boston Marathon bombing suspects is the best example of how we can partner with our community to connect disparate data and use it as a force multiplier.

A key element of the BRRRTCC is the ability to communicate and monitor all of the video and data available to police and other emergency service assets in real-time. While police personnel have the ability to communicate, the current departmental radio systems are no longer supported by the manufacture, simply meaning that they are outdated and Motorola will no longer manufacture parts to keep them operational. More importantly, the system is not capable of providing GPS which is vital to maintain situational awareness of personnel in real-time. GPS

enabled radios allow analysts to understand the effectiveness of patrol in different areas of the city. These radios also allow for the examination and adjustment of police districts to decrease response times and increase efficiency.

What will the plan cost? The cost of technology is high but the department is taking fiscally responsible steps to reduce the overall cost of the project by repurposing office space within headquarters. This space will provide room for the Crime Strategies Unit and the ability to expand for additional agencies. We will leverage existing equipment, and personnel already working in other areas of the department that can be consolidated or retrained to function in the Baton Rouge RTCC. Cost considerations and estimations will take advantage of the tremendous amount of data silos and data bases that are already used but exist in a very compartmentalized environment. The main cost will be in systems integration, display hardware and software, work stations, communications and in the renovation of existing office space. A conceptual design and work flow plans are still being developed that will drive the overall cost to build-out the BRRTCC. A reasonable expectation for build-out costs would include:

- BRRTCC build out (estimated) - \$975,000 to \$1,500,000
- License Plate Readers (LPR) - \$675,000 (45 @ \$15,000)
- Crime Cameras - \$525,000 (75 @ \$7,000)
- Motorola APEX portable radios – \$3,500,000 (700 @ \$5000)
- BRRTCC Shared Video Server – \$50,000
- ShotSpotter – \$250,000 to double the current coverage

Current Initiatives and Recommendations for the Future

LSU Social Research and Evaluation Center (SREC)

In the summer of 2016, Baton Rouge experienced a barrage of disastrous events, including an officer-involved shooting, 11 days of protests, an ambush that killed three Baton Rouge law enforcement officers, and a 1,000-year flood that dropped approximately two feet of rain in two days. The flooding led to hundreds of thousands of homes damaged, thousands of people being rescued by boat, and close to 100,000 people seeking refuge in shelters across the state. Any one of these events could shake a city, but Baton Rouge experienced all of them within a 40-day period.

The shooting of a Black man by a White police officer triggered the 11 days of protests as protesters rallied around issues of police brutality, systematic and institutional racism, and inequality. City Council meetings, community events, television and print media, and formal conversations with elected officials followed the protests. Across the parish, City-Parish leaders, faith-based groups, and community groups were discussing racial and injustice problems in Baton Rouge.

This section of the report chronicles some of the efforts that developed over the past six years in Baton Rouge to address public safety issues, strengthen community-police relationships, and engage the community in crime reduction efforts. However, there is much more work to do.

Current Initiatives

Community leaders and residents across Baton Rouge have shown a commitment to work with local law enforcement and city officials to ensure that Baton Rouge residents feel respected and protected by local law enforcement. In response to the concerns voiced by Baton Rouge residents in 2016, many new initiatives were implemented in 2017. Information about the community was also gleaned from the more than 200 community meetings hosted by Mayor-President Sharon Weston Broome in her first 100 days in office. For example, the BRPD's Use of Force Policy was redesigned to conform to evidence-based recommendations; body worn cameras were purchased for every BRPD officer to provide transparency and police accountability; and Open Neighborhood BR (<http://my.brla.gov>) was launched to keep community members apprised of neighborhood level issues such as police and fire incidents.

In January (2017), the MacArthur Foundation Innovation Fund awarded the Baton Rouge Area Foundation (BRAf) a grant²⁰ to design and implement a pretrial release program for Baton Rouge. Officially launched in October, the program is a collaborative effort between BRAf, the East Baton Rouge Parish District Attorney's (DA) office, the EBR Office of the Public Defender,

²⁰ <http://www.safetyandjusticechallenge.org/innovation-fund/>

the EBR Parish Sheriff's Office (EBRSO), the EBR Parish Prison, and the Louisiana State University Social Research and Evaluation Center (LSU SREC) to release nonviolent offenders with substance abuse/behavioral health concerns while awaiting trial.

In September (2017), the DA's office was one of three cities awarded the "Combatting Witness Intimidation to Improve Victim and Witness Cooperation, Law Enforcement Investigation, and Prosecution" grant²¹. The grant was awarded by AEquitas, the Justice Management Institute (JMI), and the International Association of Chiefs of Police (IACP), and the Bureau of Justice Assistance (BJA). The witness intimidation grant will allow for two years of intense technical assistance by the funders to "support the implementation of practices that improve victim participation, investigations, and prosecutions by combatting witness intimidation." Local partners include BRPD, EBRSO, the U.S. Attorney's Office for the Middle District of Louisiana, and LSU SREC.

In December (2017), BRPD was awarded a grant entitled "Law enforcement and the communities they serve: Supporting collective healing in the wake of harm" by the International Association of Chiefs of Police (IACP), the Office of Victims of Crime (OVC), the National Association for the Advancement of Colored People (NAACP), and Yale Medicine Child Study Center. With assistance from the funders, an extensive needs assessment will be conducted of BRPD and the community. The results of the needs assessment will be used to plan events that will foster healing and growth for the City. The needs assessment for BRPD will be used to make policy change recommendations. The grant will provide up to \$750,000 over a two-year period for the local partners to implement activities, events, and trainings based on the results of the needs assessment. Local partners include the Office of the Mayor-President, 100 Black Men of Metro Baton Rouge, the Baton Rouge branch of the NAACP, Capital Area Human Services, Southern University Center for Social Research, and LSU SREC.

On-Going Efforts

Crime. In December (2017) and January (2018), the DA and LSU SREC discussed options for addressing crime in Baton Rouge with national experts, namely the precipitous increase in homicides. The DA plans to host at least one national expert in the coming months to finalize a plan moving forward.

In December (2017), BRAF and the Baton Rouge Area Chamber (BRAC) hosted a breakfast for the DA, BRPD, EBRSO, and local industry leaders to discuss public safety needs in Baton Rouge. In that meeting, BRAF and BRAC committed to facilitating a mechanism for industry leaders to provide assistance to enhance the City's public safety infrastructure with technology, such as license plate readers and ShotSpotter cameras.

²¹ http://www.theadvocate.com/baton_rouge/news/crime_police/article_93a29b58-e390-11e7-89dc-279cae0feb5e.html

Criminal Justice Reform. In November 2017, as part of new state criminal justice reform measures, approximately 1,400 offenders were granted early release from prison. The DA's office, the Probation and Parole District Office in Baton Rouge, LSU SREC, and at least 20 community organizations met to discuss options for providing services to the approximately 200 former offenders who returned to Baton Rouge. Conversations are ongoing and the DA is in the process of developing a plan to leverage community resources to expand the services available to former offenders.

Recidivism. In 2015, Dr. Edward Shihadeh, Professor of Sociology and Criminology from the LSU Department of Sociology, and the Crime and Policy Evaluation Research Group began working with the LA Department of Public Safety and Corrections on a project called TIGER (Targeted Investments for Greater Enhancements in Recidivism). TIGER is a three-year program funded by the Bureau of Justice Administration. The purpose of the project is to create two instruments that will measure risk factors of offenders who may be considered for release. The first tool will evaluate recidivism risk in order to inform early release decisions. The second tool will evaluate offender needs, which will inform treatment plans in hopes of providing services that will lower recidivism. An overarching goal of the project is to reduce recidivism and create budgetary savings that can be reinvested into treatment programs to strengthen the community and further reduce recidivism.

Blight. On February 15, 2018, Mayor-President Sharon Weston Broome revealed a plan to improve blight across the City. From the City of Baton Rouge's website²²:

"The Blight Strike Team brings together several community partners with an interest in swiftly and efficiently addressing blighted properties throughout East Baton Rouge Parish," said Mayor-President Sharon Weston Broome. "I look forward to working with them toward solutions. Blight elimination is of vital importance to improving public safety and advancing economic development efforts in our communities."

As previously discussed by the DA's Crime Strategies Unit, there is a significant correlation between blight and crime in Baton Rouge. Blight is of great concern in the community and has been discussed by residents at three blight clinics held in 2016 as part of the Byrne Criminal Justice Innovation (BCJI) funded BR Hope Zone. At one event in September of 2016, a majority of the residents (88%, n=43) surveyed reported having blighted properties near their homes. Mayor-President Broome's new, blight-focused initiative is a positive step for residents in areas where blight is a major concern and problem.

Technology. In 2015, BR Department of Information Services (IS) began working with BRPD to develop new technology using Graphical Information Systems (GIS). The result of that

²² Source: <https://www.brla.gov/CivicAlerts.aspx?AID=62>

venture is the BR Public Safety Common Operational Platform (PSCOP), which launched in April 2016. With multiple sources of data input, PSCOP updates every 60 seconds to provide a near real-time map of criminal activity in Baton Rouge. PSCOP has the ability to provide command staff enhanced situational awareness capabilities to deploy resources where they are most needed, which could be beneficial to an understaffed police force. PSCOP uses a risk terrain modeling (RTM) algorithm to highlight specific locations with elevated risks for crime.

In March 2017, the City of Baton Rouge won the 2017 RTM Exemplar Award²³ from the Center on Public Security within the School of Criminal Justice at Rutgers University. The award recognized the work of the City-Parish Senior GIS Analyst Brando Jumonville for his work with the BRPD and DA's office to develop a geospatial risk-based policing model. These and other technological advances contributed to Baton Rouge being named the Fifth Most Digital City²⁴ (among cities of a similar size) in 2017 by the Center for Digital Government (CDG). The PSCOP platform and the City's open data infrastructure were both cited for their accomplishments.

With promising initial results, BRPD and LSU SREC are seeking funding to fully test and expand the newly developed data-driven technology. This pilot test would be the next step in implementing a real-time crime unit/Strategic Decision Support Center in Baton Rouge, which could drastically increase the capacity of uniform patrol officers. For example, officers may be able to approach various situations differently if they have a complete history of a location prior to arriving at a scene.

Grant Funded Projects. LSU has organized a multidisciplinary team of researchers from computer science, engineering, social sciences, geography, civil engineering, and art & design disciplines to apply for a National Science Foundation Smart and Connected Communities (S&CC) grant which would provide \$2.5M over three years to develop and test a "cyberinfrastructure" to enhance public safety and community well-being. If funded, researchers will build on previous projects with law enforcement and the community to design a system by which existing data can be processed and analyzed more effectively and efficiently. At its core, this is a research project to build and test these capabilities, but it has a number of practical applications for local law enforcement. Examples include uncovering new factors and trends associated with criminal behavior and utilizing DOTD traffic cameras to count, identify, and classify vehicles. In addition to LSU researchers, the S&CC project team also includes various community stakeholders: The City of Baton Rouge Office of the Mayor-President, the BR Police Department, the DA's Office, the EBR Sheriff's Office, DOTD, Southern University, and nonprofit organizations such as The Walls Project. The S&CC grant proposal was submitted on February 28, 2018.

²³ Source: <http://www.rutgerscps.org/uploads/2/7/3/7/27370595/exemplarrtmawardwinners.pdf>

²⁴ Source: <http://www.govtech.com/dc/Digital-Cities-Survey-2017.html>

In addition to funding for PSCOP and the S&CC, BRPD, DA, and LSU SREC are planning to submit proposals to provide funding to address the opiate crisis, provide services to formerly incarcerated residents, and to combat intimate partner violence. The partnership continues to seek out opportunities to work in the areas of mental and behavioral health as well as prevention efforts in schools and the community.

Recommendations to Promote Effective Outcomes

The various contributors of this document have provided recommendations based on their expertise and need. These recommendations were largely informed by theory and practice; therefore, they are logical next steps based on existing collaborations and projects.

Focused Deterrence. Focused deterrence has long been considered a best practice^{25, 26} police model due to the extensive body of research supporting the strategies. If deployed correctly, focused deterrence provides a mechanism by which engaging in violent behavior becomes undesirable due to the clear expectations that certain acts of violence will produce group level sanctions. The focused deterrence model can be used in many applications²⁷ to combat criminal behaviors. While the BRAVE program used the focused deterrence model to concentrate on group violence in the Baton Rouge area, this model has been used in initiatives focused on reducing drug markets, decreasing the prevalence of intimate partner violence, and decreasing individual gun violence, all of which have been described as public safety concerns in this document.

Technology and Data-Driven Decision-Making. The focused deterrence model relies heavily on data, and an ever-growing body of research supports the use of data-driven policing²⁸. Expanding the City's technological infrastructure, such as implementing a Strategic Decision Support Center and increasing the number of license plate readers, ShotSpotter, and crime cameras, may provide more intelligence and allow officers to be proactive instead of reactive. Implementation of any crime strategies should be made with fidelity to the model with rigorous evaluations.

Workforce Development. It is well known that the Baton Rouge law enforcement workforce is under-staffed and under-resourced. Particularly with recently escalating homicide rates, fully staffed, well-trained, and adequately compensated law enforcement departments are needed. Preliminary evaluations of the BRAVE²⁹ program provide some support to suggest the program was successful when implemented properly with adequate law enforcement resources.

²⁵ <https://crimegunintelcenters.org/evidence-based-policing-strategies-and-recommendations/>

²⁶ <https://www.crimesolutions.gov>

²⁷ <https://nnscommunities.org/our-work/strategies>

²⁸ <https://www.crimesolutions.gov/TopicDetails.aspx?ID=362>

²⁹ <http://www.lsu.edu/chse/research/ossrdnews.php>

Factors that likely had an impact on the program's success include a depleted police force, lack of surveillance, and transportation issues.

Behavioral Health Prevention and Intervention. The nation continues to suffer from gun violence, most recently in the school shooting at Stoneman Douglas High School in Parkland, Florida. This tragedy is another reminder of the need for mental health prevention and intervention, including those individuals who become incarcerated because of untreated behavioral health conditions. This includes not only serious mental illness, but also alcohol and other drug use disorders. Justice interventions can reduce the harm to individuals and their communities with a continuum of interventions. For example, in collaborative/integrated health care, the provider introduces the patient to a behavioral health consultant—also known as a warm hand-off. Warm hand-off procedures in pre-arrest and pre-booking contexts can reduce jail populations and assist individuals with treatment, which may mitigate offending patterns. Day treatment programs can rehabilitate nonviolent offenders in the community, so they can work, receive training and education, or receive housing support. Universal screening in jails for behavioral health problems among nonviolent offenders is foundational for jail diversion programs. More qualified mental health professionals working in other community settings with reasonable caseloads, such as PK-12 schools, can assist in prevention and intervention efforts for young children and their families. Treatment centers and agencies that provide counseling and quality out-of-home placement for youth are in great need in our community.

Law Enforcement Solutions. The DA's Crime Strategies Unit (CSU) is an example of an intervention that is created out of progressive law enforcement strategies. As described in the *Crime Strategies Unit Deployment* section of this report, law enforcement collaboration should continue using available technology and data-driven solution processing. The CSU is the practical link between law enforcement and the community, and it is seriously needed.

Gun Strategies. While a controversial topic, gun strategies and harm reduction measures must be a part of overall strategy to increase public safety and decrease violent crime. Examples of this include gun buy-backs and removal of illegal weapons from the streets.

Community Involvement. As discussed by DA Moore, Sheriff Gautreaux, Chief Paul and other contributors, law enforcement activity should be community-centered with community involvement. Arguably, one of the most important aspects of the focused deterrence model is not the role of police but that of the community. Within the focused deterrence model, offenders are invited to a "call-in" where community and faith leaders stand side by side with law enforcement to deliver the message that certain acts of violence will not be tolerated and help is available to those who want to choose a different path. Community organizations and businesses provide prosocial opportunities for individuals who are trying to live a nonviolent lifestyle. With the work reflected in this report, Baton Rouge residents, community, and law enforcement leaders are well equipped to expand their focal points beyond violent crime to meet the needs of the City.

In closing, Baton Rouge is a city that has been through critical change in the past six years—from natural disaster to person-generated violence. The City-Parish has many needs, as indicated in this report, but it also has shown the strength and willingness to improve and become the cohesive non-violent community that it once was.

Appendix A

Technology Definitions

By Mark Dumaine, Chief of Administration, EBRDA

License Plate Readers (LPRs)

License plate readers are cameras attached either to stationary objects (“pole units”) or police cars (“mobile units”) that record every license plate that passes the cameras. Using character recognition software, the license plates are matched against electronic hot-lists in real-time and matches are flagged to the officer’s attention in a police car or in the office. Hot-list plates in East Baton Rouge (which operates one common hot-list database) include felony warrants, stolen cars, and cars sought in investigations. The database can also be used after a hit and run accident, subdivision burglary, or armed robbery to isolate cars that passed a known point during a certain time period to provide investigative leads.

City Comparisons

- Manhattan, population 1.6 million, 500 LPRs (3200:1)
- Jefferson Parish, population 436 thousand, 111 LPRs (3928:1)
- New Orleans Parish, population 391 thousand, 57 LPRs (6859:1)
- Hollywood, Florida, population 150 thousand, 44 LPRs (3409:1)
- East Baton Rouge Parish, population 447 thousand, 31 LPRs (14,419:1) [BRPD, 13; EBRSO, 6; LSU, 12]

Cost

- \$15,000 per unit

BRPD seeks to add 45 LPRs in 2018 at a cost of \$675,000; this would bring our ratio for 76 LPRs to 5882:1

Crime Camera Technology

Crime cameras are video cameras mounted on fixed objects, like telephone poles. They record all activity at a location. Today's high definition cameras exceed the capacity of local cellular providers to carry the signal, resulting in the carrier throttling the transmission to a point that the images are no longer useable. The police have responded to this change by using microwave "point-to-point" technology to carry the camera video, but this system requires these cameras to be in close proximity to city information system sites. Permanent crime cameras can only be used in very high traffic, high crime areas with defined points of coverage. Mobile crime cameras can be used for investigations and surveillance. The success of crime cameras in Baton Rouge has been limited as most crimes investigated are not near a camera and when they are near a camera the crime being investigated happened just off camera or too far away for an effective image.

Application

East Baton Rouge currently has crime cameras primarily in the downtown area.

Cost

- Vendor: Various camera vendors are used—BRPD installs and manages
- Annual Maintenance Contract Amount: None—BRPD manages
- Number of Crime Cameras currently covered by contract: 75
- Per unit cost of crime camera installation: \$7000
- Contract renewal date: Not applicable

BRPD seeks to add 75 Crime Cameras in 2018 at a cost of approximately \$525,000.

ShotSpotter Technology

ShotSpotter is a proprietary gunshot detection system that reports the location of a gunshot to the precision of a 7-foot radius. Essentially, it is comprised of a series of microphones that uses a sound analyzing algorithm to distinguish gun shots from other noises. The use of multiple microphone locations allows for triangulation. Each shot is confirmed by ShotSpotter's 24/7 operations center before being dispatched to officers via a cellphone app. In East Baton Rouge, the use of this technology provides for police dispatching in areas that citizens do not call 911. On arrival the police will generally find spent shell casings and on occasion will find a wounded person or fatality.

Application

East Baton Rouge currently has ShotSpotter technology deployed in two areas (70805 and 70802) with significant gaps in coverage in some of our highest crime neighborhoods.

Cost

ShotSpotter sells their technology on a "coverage" basis (square miles) and they determine the number of sensors required to ensure adequate coverage.

- Annual Maintenance Contract Amount: \$250,000
- ShotSpotter coverage under current contract: 6.7 square miles of coverage
- Contract renewal date: January 1, 2018

BRPD seeks to double ShotSpotter coverage in 2018 at a cost of an additional \$250,000 in annual support.

Real-Time Crime Center

During the past 4–5 years, local law enforcement has learned how to use crime data to develop crime strategies and assign crime responses, including dispatching personnel to targeted locations. As we move to implement intelligent policing, we need to develop a common data platform and a location (or locations) from which to monitor crime in real-time. There are Real-Time Crime Centers (RTCC's) with centralized technology located in the New York, Miami-Dade, Seattle, Fort Worth, St. Louis, Albuquerque, and Houston police departments. These centers give field officers, detectives, and command staff the instant information they need to identify emerging crime patterns and stop crime in real-time. They typically are staffed and operate 24/7.

The cost of the centers have reduced from New York's originally spent \$11 million. Due to Baton Rouge's existing open data and GIS platforms, the Baton Rouge City Police and Sheriff's office are well positioned to develop an RTCC at a reduced cost.

An RTCC employs satellite imaging and GIS mapping down to a house-by-house, street-by-street, and precinct-by-precinct level. Link analysis can track suspects to their known addresses and point detectives to the locations where they are most likely to flee. LPR data feeds can provide the location of suspect vehicles in real-time. The “pinging” of cell phones can provide the location of suspects in real-time for interception by GPS capable police units.

Application

Baton Rouge City Police has begun the process of identifying and networking the data feeds required to support an RTCC. They are pushing the data they are currently receiving down to supervisory and uniform officers using the Public Safety Common Operations Platform (PSCOP). This real-time information enables commanders to make adjustments to manpower and enforcement strategies to reduce crime and increase officer safety. The RTCC expands the department's ability to support public safety and improve responsiveness as crime unfolds using data-driven strategies and tactics. The RTCC will provide operational space for PSCOP, CSU, and research partners to function in the same environment to provide immediate real-time analytical and technological support to responding law enforcement and investigators. RTCC is a best practice in modern law enforcement and has been a proven and sustainable asset in crime reduction.

Cost

- Vendor: Various vendors are used with BRPD directly managing installation
- Annual Maintenance Contract Amount: None—BRPD managed
- Cost to fully stand up an RTCC: approximately \$1.5 million
- Contract renewal date: Not applicable

BRPD has begun plans to build-out an RTCC at an estimated cost of approximately \$1.5 million

Appendix B

Blight Documentation

(CSU)

Mayor's Street Crime Unit Blighted Property List			
DEMOLISHED			
NO.	ADDRESS	ZIP CODE	COMMENTS
1.	3739 Eaton St.	70805	Demolished 11/13/14
2.	3001 Erie St.	70805	Demolished 09/11/14; High Grass
3.	3567 Wayne Dr.	70805	Demolished 06/11/15; High Grass and Trash
4.	3579 Wayne Dr.	70805	Demolished 06/16/15; High Grass and Trash
5.	6360 Nellie Avenue	70805	Demolished 09/02/15
6.	3225 Blackwell	70805	Demolished 09/03/15
7.	3644 Clayton St	70805	Demolished 03/17/17; High Grass
8.	4311 Delaware St.	70805	Demolished 08/23/17
9.	2488 Osage Street	70805	Demolished; High Grass and Trash
CONDEMNED—READY FOR DEMOLITION			
1.	2939 Dougherty Dr.	70805	Given to Demolition Crew 10-26-17
2.	3419 Geronimo Street	70805	Demolished 10-09-17
3.	2507 Winnebago Street	70805	Given to Demolition Crew 09-26-17
4.	3846 Ozark	70805	Already condemned, but crew cannot demolish due to car blocking the way

IN CONDEMNATION PROCESS			
1.	4134 Joseph St.	70805	New report written, starting process over; Time not up on new letter yet
2.	3130 Dalton St.	70805	New report written starting process over; Rescinded in 2016; Ready to send to PAO for condemnation
3.	2604 Lobelia Street	70805	Rescinded in 2014; New report written, starting process over; Time not up on new letter yet
4.	3448 Canonicus Street	70805	Rescinded 8/9/17; New report written, starting process over; Ready to send to PAO for condemnation
5.	3251 Tecumseh Street	70805	New report written, starting process over; Time not up on new letter yet
6.	2719 Michelli Drive	70805	New report written, starting process over; Time not up on new letter yet
7.	6337 Kincaid Ave	70805	Condemnation rescinded 05/24/17; New report written, starting process over; Ready to send to PAO for condemnation
RESCINDED BY COUNCIL MEMBERS			
1.	3823 Sherwood St.	70805	Condemnation rescinded 03/9/16; Being repaired, high grass and debris present
2.	3874 Chippewa St.	70805	Demolition on hold per Councilman LaMont Cole 07/17/17
3.	5436 Frey St.	70805	Demolition on hold per Councilman LaMont Cole 11/23/16
4.	2796 Michelli Dr.	70805	Condemnation rescinded 11/09/16; Boarded up
5.	3433 Winbourne Ave	70805	Condemnation rescinded 04/26/17; Trash in yard
6.	4766 Sherwood Street	70805	Owner has demo permit. Was deferred at the Council Meeting until 11/08/17; Condemned 11/08/17
OTHER CATEGORY			
1.	3191 Plank Road	70805	Attached to an occupied building
2.	3170 Erie Street	70805	Boarded up; High grass and boat on property
3.	2916 Erie Street	70805	Cited for tall grass, report written
4.	6325 Kincaid	70805	Locked up; Court date 10/15/17
5.	6327 Kincaid	70805	No such address
6.	2468 Huron Street	70805	No such address
7.	3601 Geronimo Street	70805	Boarded up; Doing repairs without a permit; Inspection called to issue a stop-work order
8.	662 N. Donmoor	70805	Being repaired. Permit issued.