

Intelligence-led Community Policing, Community Prosecution and Community Partnerships (IL3CP)

The Rockland County District Attorney, Thomas P. Zugibe, started his administration in January 2008 with the belief that a statistical analysis of crime was insufficient and did not present a clear picture of the true needs of the county. DA Zugibe believes that at varying times when statistically “crime” can be down or “crime” can be up, statistical analysis can lead to different conclusions. Research varies on why and what affects crime. Little focus is given to what affects people’s lives and why. In the 21st Century two things must be considered 1) that crime is not down, it is different and 2) that new methods are needed to address new issues.

In contrast to traditional community prosecution initiatives, Intelligence-led Community Policing, Community Prosecution and Community Partnerships (IL3CP) is not simply the introduction of a new program. Instead, it represents a complete paradigm shift involving every employee of the office including support staff and detectives. The entire staff of the Rockland County District Attorney’s Office (RCDAO) has been fully indoctrinated in this community prosecution philosophy through ongoing training and supervision. While many of the planned deliverables described herein may require additional funding in the future, the initial implementation of IL3CP did not require additional staff or funding. Every attorney and Criminal Investigator, including the District Attorney, has integrated this approach into every aspect of his or her duties.

The RCDAO has taken the Criminal Justice Research of the 20th Century to a new level. The RCDAO has tied together the concepts of Community Policing, Community Prosecution, Community Partnerships and Intelligence Led Policing with the research of Marvin Wolfgang and others, which concluded that a small percentage of the Criminals are responsible for between

74% and 80% of the crime. The result is an **Intelligence Led Approach to Community Safety**. This means gaining knowledge and developing actionable intelligence that allows for Policing and Prosecuting smarter.

Community Oriented Policing began with the publication of “Broken Windows” in 1982 by Wilson and Kelling which demonstrated that a closer working relationship between the community and police departments changed residents’ perception of neighborhood safety. By making a concerted and combined effort to address community disorder, the Police and the Community can bring crime down. The involvement of police officers on foot-patrol who worked with residents to address quality of life issues resulted in increased perception of safety, better relationships between residents and police, and greater job satisfaction for these police officers.

Through the years, many studies and National Commissions have concluded there is an inherent lack of coordination of knowledge and action in the Criminal Justice System. This was highlighted by the attacks on September 11, 2001. This resulted in an awareness of the need for government to gain knowledge, develop intelligence and act effectively and efficiently to insure safety. The highly effective model based on the United Kingdom’s concept of Intelligence-led Policing is developing in the United States.

The successes of Community-Oriented Policing have led to the model of Community Prosecution, which has taken hold in many jurisdictions. Community Prosecution is a “grass roots approach to justice involving citizens, law enforcement and other government agencies in problem-solving efforts to address the safety concerns of the local jurisdiction (Nugent 2004)”. The prosecutor focuses on more than just case processing. Relationships are developed with residents within the local jurisdiction to identify and problem-solve community concerns.

In most Prosecutors' Offices, Community Prosecution is a bureau, unit or program. DA Zugibe has developed the new model of IL3CP and institutionalized it in all activities. This is a broader and more effective enhancement of Community Prosecution than has been established in other settings. This new model connects the criminal justice system seamlessly through communication and partnership.

Rockland County is a suburb located across the Hudson River and north of New York City. It is the smallest county geographically in New York State, yet has a population of approximately 300,000 residents. There are 10 town and village police departments as well as the Sheriff's Police Division and DA Detective Bureau.

Rockland County exhibits many of the characteristics defined in America's older, inner-ring, so-called "First Suburbs". According to the Brookings Institute research, first suburbs developed after their center city, before or during the rapid suburban expansion following World War II, and before the newly developing suburbs of today. These first suburbs are largely affluent and suburban in character, are adjacent to central cities that were identified as standard metropolitan areas by 1950. They have taken on many of the characteristics of urban areas. First suburbs are undergoing rapid racial and ethnic change and are home to a large and growing number of foreign-born residents. An influx of lower-income minority and foreign-born residents means that, like cities, these first suburbs increasingly will need more state and federal aid to keep up with a growing need for social services and affordable housing.

In addition to demographic change, the numbers of crimes reported has changed as has the types of crimes committed. There has been a significant increase in financially motivated crimes and identity theft, both of which are not currently tracked as index crimes. As the county's commercial base has changed so have the types of crimes committed. Crimes that are only discovered after extensive investigations are coming to the surface. Incidents of bank, real

estate (mortgage) and government services fraud appear to be on the rise as are Organized Retail Crime and Identity Crime.

The foundation for IL3CP is built on an established organizational structure within the RCDAO that focuses on integrating Assistant District Attorneys (ADA's) and DA Detectives with local, state and federal law enforcement agencies and community residents. Previously, all of the prosecuting attorneys were centrally located at the District Attorneys office. District Attorney Zugibe and his staff have divided the county into five zones. Each of the zones is staffed with an appropriate number of prosecutors acting under the direction of a Supervisory Assistant District Attorney. At least one prosecutor is dedicated to each police agency within that zone. This allows for a much stronger relationship between the District Attorneys and the police departments. The lines of communication are clear and simple. Police officers have direct 24/7 access to prosecutors familiar with their area and the issues within the community.

ADA's are assigned to specific Towns and/or Villages and have been 'imbedded' in the local police agency(s) in addition to working at their offices in the Main Office and the courtroom. These ADA's also attend local community meetings, whether formal or informal, to develop relationships with residents to help identify local concerns. These ADA's are responsible for following all cases from their assigned jurisdictions through vertical prosecution.

Working directly with community groups and individuals is a primary responsibility for the ADA's assigned to the local jurisdictions. These ADA's and Detectives attend local meetings that include Collaboratives, business associations, civic associations, neighborhood watch groups, co-op/condo boards, school districts, faith-based organizations, and other community groups. Through these formal and informal interactions, relationships are built and the perceived safety of the community is raised. Each ADA spends significantly more time in

the community gaining knowledge by attending meetings, speaking with residents, local groups and agencies to identify areas of concern and problem-solving these issues.

It is through this close working relationship with the local police agencies and the community that ADA's gain valuable knowledge. They, in conjunction with Criminal Investigators; local, state and federal law enforcement; and the community, analyze problems and formulate solutions that will make the community safer. In addition to vigorous prosecutions, solutions to specific issues often take more non-traditional responses, i.e. mediation or civil action, as opposed to solely focusing on prosecution.

Initiatives developed through IL3CP include:

Compstat: Every Thursday a monthly "compstat style" meeting is held in one of the designated Community Prosecution areas. Executives and representatives from all of the police agencies in that area attend as well as the District Attorney, the Community Prosecutors from that area and the Directors of the Rockland County Intelligence Center ("RCIC") and the Rockland County Drug task Force ("RCDTF"). An agenda of pressing issues and topics is prepared with input from all parties prior to these meetings including but not limited to ongoing investigations, community meetings and policy issues. The lines of communication have never been as open as they are currently in the Rockland law enforcement community.

The Rockland County Intelligence Center (RCIC): The District Attorney's Office works closely with the RCIC. This Center is staffed by representatives from all local law enforcement agencies and overseen by the Rockland County Police Chiefs Association. The RCIC is structured such that detectives are assigned to "Desks". Currently, there are Desks designated to cover gangs, terrorism, traditional Organized Crime, factual data analysis, identity crime and jail intelligence

The RCIC houses and maintains a countywide database, Rockland County Police Information Network (RCPIN), which has information on all crime data, program and other intelligence gathered from local law enforcement and corrections. The RCIC provides detailed analyses including crime mapping, forensic accounting, cell tower tracking, GPS tracking, link and commodity charting, photo arrays, surveillance, and telephone toll analysis. Through IL3CP, intelligence information may come through traditional sources as well as community residents.

CODE 6: Based on Marvin Wolfgang's theory that 6% of the criminals are responsible for as much as 73% of violent crime in that community, Rockland County has established the Code 6 program. Each police department in the county has been asked to submit up to 20 names of those community's worst or most troublesome offenders. The lists are then compiled by the RCIC, analyzed and entered into the RCPIN. The system notifies an officer that a person he/she is having contact with is on the list. Additionally, the system notifies the department and the community prosecutor from the area that designated the individual Code 6 as well as the agencies and prosecutors where the contact took place, if different. Appropriate action is then taken by all parties to ensure that all resources available are brought to bear as needed. The entire Code 6 project is maintained in accordance with 28 CFR guidelines on the collection and dissemination of Intelligence.

Special Victims Center: In Rockland County a "Special Victim" is a person who, by personal circumstance or the nature of the crime, has "special needs". These victims include children, the elderly, victims of domestic violence, victims of sexual assault, those with developmental and/or mental disabilities as well as those who are victims of human trafficking for sex and labor.

The "Spirit of Rockland" Special Victims Center is a project developed by the RCDAO with the support of local unions, businesses, agencies and residents. The Special Victims Center

is located in a secure building donated by Good Samaritan Hospital and constructed with labor and material donated by the Building Trades Council of Rockland County and various local businesses at no expense to the taxpayer. The Center houses a multidisciplinary team from county departments, advocacy agency and law enforcement to respond to the needs of "Special Victims". It will insure the full force and strength of the Criminal Justice System in Rockland County, as well as the community as a whole, by coming together to fight for the justice these special victims deserve and to ensure the swift arrest and thorough prosecution of the criminal element that preys on these citizens.

The Special Investigations Unit (SIU): In keeping with the IL3CP philosophy of the RCDAO, the Special Investigations Unit has taken on an expanded role providing invaluable assistance and direction in the Office's Target Initiatives.

The SIU brings together prosecutors and police officers who identify, investigate and prosecute complex criminal activity. The SIU is responsible for many of the collaborative partnerships formed with other state, local and federal authorities including but not limited to the Federal Bureau of Investigation, the Housing and Urban Development Office of the Inspector General, Social Security Administration, United States Secret Service, United States Postal Inspector, New York State Department of Taxation, New York State Banking Department, New York State Department of Labor, and Rockland County Department of Social Services.

The SIU assists Community Prosecutors with Target Initiatives that include drugs, guns, and gambling cases — all activities not usually associated with “white collar” crime. Putting this white collar “twist” on all of these cases that traditional narcotics investigators wouldn't take on or look at leads to bigger cases and results in more severe sentences for some of the worst offenders. Additionally, the creative use of available forfeiture tools not only takes the profit out

of the crime for the offenders, but also brings money back into the office to continue to support the investigation and prosecution of these crimes.

The Rockland County Drug Task Force (RCDTF): The RCDTF is under the auspices of the DA's Office. The RCDTF is a collaborative effort between local law enforcement. The DA's office provides the Director and Assistant Director of the RCDTF as well as additional Investigators from the DA Detective Bureau. Local law enforcement provides officers who staff the RCDTF. The RCDTF works closely with the RCIC as many targets and operations overlap. The RCDTF has been recognized for its effective use of wiretapping in operations that have involved multiple state jurisdictions.

The High School Intervention and Diversion Program: The High School Intervention and Diversion program works with 16 to 21 year old high school students who are charged with non-violent low-level crimes. Once before the local magistrate, the high school student is court-ordered to meet with a designated school administrator with a parent or guardian. The court mandates that the student follow all requirements of the school administrator and will receive regular progress reports from the school. If the student meets all requirements, the charges are adjourned in contemplation of dismissal. The goal of this program is to work with the schools and families of these high school students to prevent any progression of criminal activity and support the schools with students who may have a history of behavioral problems.

Youth Police Initiative (YPI): YPI is a training created by the Massachusetts-based North American Family Institute to enhance police officers' and prosecutors' understanding of the beliefs, values, and experiences of local youth, while ensuring that youth develop a genuine regard for the challenges that police officers face on the job. Within this context, YPI provides structured dialogue, team building and role playing scenarios that allow all participants; youth,

educators, police and prosecutors, to tackle the real and hard issues of crime prevention and community policing.

Road to Recovery/Drug Treatment Alternative to Prison (DTAP): The DTAP program is an alternative to incarceration program focusing on chemically dependant non-violent felony offenders. This program requires these defendants to plead guilty to a felony offense, receive a minimum of 9 months residential treatment and a minimum of 3 months in a community residence program with at least 15 months under our supervision. A range of reduced sentencing is agreed upon if the participant successfully completes the program and a significant downside sentence should s/he fail this program.

Drug Market Intervention (DMI): The DMI program, under the auspices of the RCDAO, is a collaborative effort between the RCDAO, Narcotics Task Force, Town of Haverstraw Police Department, Intelligence Center, and residents, clergy, leaders, business owners and local agencies to reduce overt drug trafficking in the Village of Haverstraw. The goal is to completely rid this focused area of overt drug markets entirely through the confrontation of identified low-level nonviolent drug sellers.

Underage Drinking/Drugging Diversion program (UDDP): The UDDP is based on a New York State statute that allows for a mandate to prevention education for those charged with underage alcohol-related crimes. The program is provided by a local New York State licensed addiction prevention agency and consists of 2-hour meetings once a week for four weeks, with young adults ranging in ages from 16 to 20.

Veterans Alternative to Incarceration (VATI): In late 2009, DA Zugibe partnered with the Rockland County Veterans Service Agency to develop an alternative to incarceration program for Veterans. In 2010 the VATI program was implemented in coordination with the Veteran's Administrations' Veterans Justice Outreach program focused on assisting Veterans in the

criminal-justice system. This program allows Veterans to receive needed chemical dependency and mental health treatment in lieu of incarceration.

Misdemeanor Intervention Program (MIP): The MIP is a first-of-its-kind misdemeanor program. The MIP uses proven techniques to identify and address ‘criminal thinking’ in an intensive 8 hour classroom based intervention for first time misdemeanor offenders. This early intervention program will reduce recidivist behavior insuring long-term community safety. The program was developed with, and is administered by, Strategic Justice Partners.