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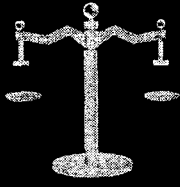
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Partnership, Problem-Solving, and Research Integration – Key Elements of Success in SACSI:

Phase I Findings from The National Assessment of the Strategic Approaches to Community Safety Initiative

A SACSI National Assessment Team Research Report

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The U.S. Department of Justice initiated the Strategic Approaches to Community Safety Initiative (SACSI) in 1998 as an innovative approach to multi-agency, strategic planning approaches to crime reduction in five U.S. cities. Fueled by information about the successful attempts to reduce youth violence in Boston (the Ceasefire initiative) as well as by several new collaborative thrusts within the Justice Department, SACSI promoted three key approaches – collaboration, strategic planning and problem-solving, and integration of research teams into the SACSI partnership. In 1999, NIJ funded the SACSI national assessment project, which conducted cross-site research to learn about the SACSI implementation process and to produce ‘lessons learned’ information that will be helpful to other jurisdictions implementing SACSI-like approaches, most notably those currently involved in Project Safe Neighborhoods, the Justice Department’s newest and most comprehensive program to reduce gun violence nationwide. This report from the national assessment team reports on the implementation of SACSI in the first five sites, with a focus on collaboration, problem-solving, and research integration. Relying on field-generated (qualitative) information and the results of a dual-wave partnership survey (quantitative information), this report discusses the relationship between these key phenomena, as they were observed in the first five SACSI sites. Important lessons learned from the SACSI are the following: Leadership coordinated through the U.S. Attorney’s Offices works effectively, especially in bringing a large, diverse group together to solve crime problems; on the other hand, leadership is also a shared commodity in SACSI partnerships, with different partners exhibiting strong leadership qualities at different stages of the process; community outreach of various kinds provides an effective means of service delivery and communication to various constituencies; groups that capitalize on existing partnerships and historically productive relationships among key leaders tend to experience smoother (perhaps quicker) implementation processes; integration of research into the planning process provides clear benefits and other leadership opportunities; the inclusion of non-traditional, non-law enforcement partners requires a balance between the need for additional support and perspectives and the need to restrict exposure to sensitive information and official (private) meetings, as well as a balance between the need for quick impact and long-term success.

This is
4
times
you
combine
strategic
planning
(at least)
with
problem-solving

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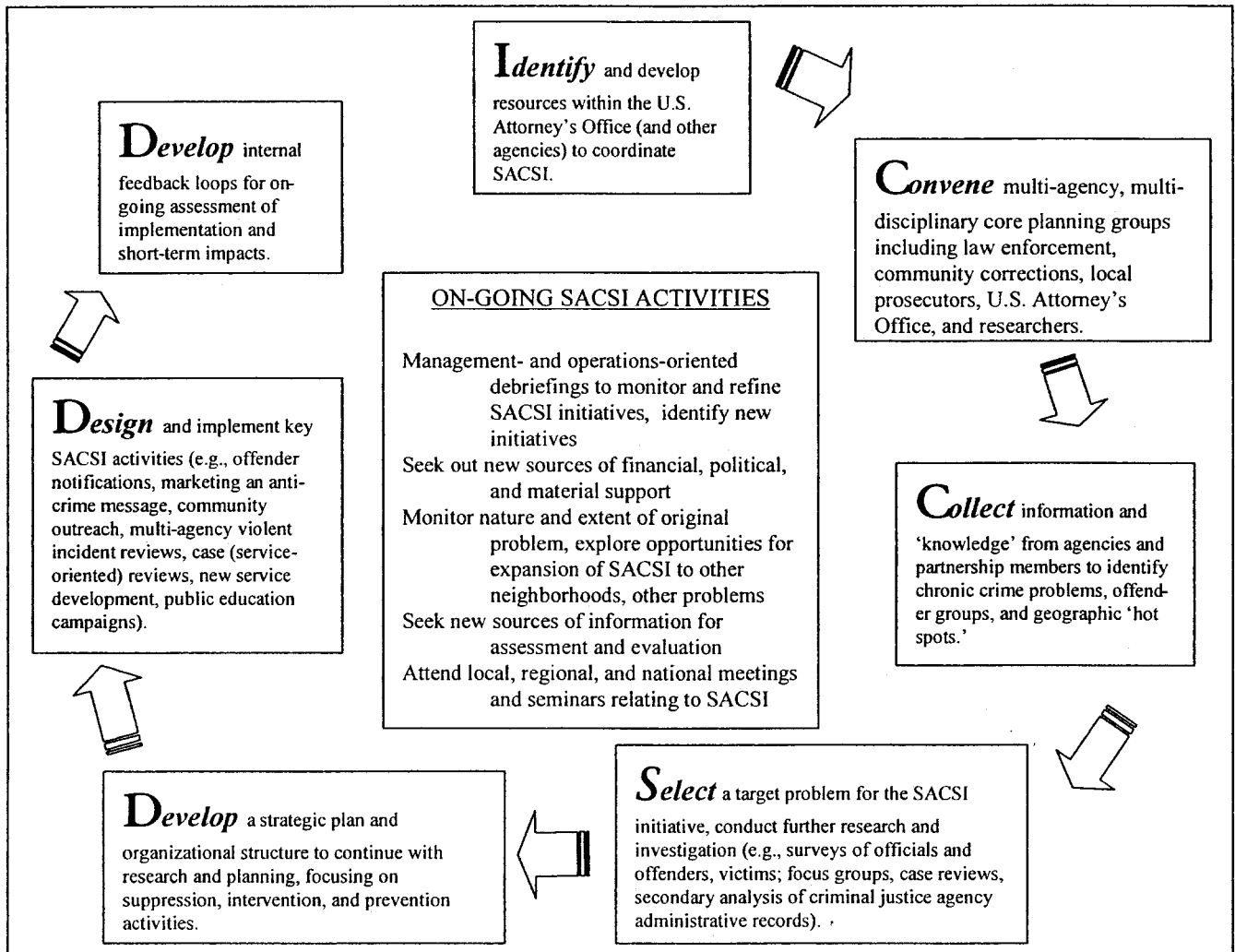
Introduction

The U.S. Department of Justice (DOJ) made a bold move in 1998 when it created the Strategic Approaches to Community Safety Initiatives (SACSI, see DOJ 1999, 2000) model and supported its implementation in five U.S. Cities -- Indianapolis, Memphis, New Haven, Portland, and Winston-Salem. SACSI represents the convergence of ideas and experiences from different branches of the U.S. Department of Justice. By the late 1990s, the Boston experience with Operation Ceasefire (Kennedy, 1997; Braga, Kennedy, and Piehl, 1999) and the collaborative approach to solving crime and public safety problems embodied in community- and problem-oriented policing (Eck and Spelman, 1987; Goldstein, 1990; Kelling and Coles, 1997; Rosenbaum, 1994; Skogan, 1997) had stimulated new thinking regarding coordinated approaches to crime problem-solving within DOJ and across the country. In related developments, the Criminal Division of the U.S. Department of Justice, the Associate Attorney General, the Department of Justice's Office of Intergovernmental Affairs, and the Office of Justice Programs, drawing from the Weed and Seed experience and from other key developments in the U.S. Attorney's Office, desired to strengthen strategic planning roles and resources within U.S. Attorneys' Offices. At the same time, the National Institute of Justice (NIJ) desired to further its goal of promoting new practitioner-researcher partnerships (Travis 1998) as well as promote greater utilization of research and data gathering in crime prevention, community policing, and other problem-solving approaches. Through a series of meetings and discussions, a multi-bureau planning team developed the SACSI initiative from these related streams of thought and experience.

With a firm understanding that SACSI sites should not directly replicate the activities of the Boston Ceasefire project, DOJ officials felt that a planning process that incorporated key

strategic and integrative elements observed in Boston would serve as the foundation for successful focused crime reduction efforts in other cities. Figure 1 below depicts the SACSI model, which serves as the generic problem-solving process model recommended by DOJ to new SACSI sites.

FIGURE 1
SACSI Model Overview



This model includes elements of strategic planning, community policing (community participation in problem definition, clarification, and problem-solving; outreach to the

community by the justice system) and problem-oriented policing (problem scanning and analysis, strategic planning, assessment of the problem-solving effort). The defining characteristics of SACSI include the following:

- Project leadership and coordination are centered in the U.S. Attorney's Office, through the addition of a funded SACSI Project Coordinator,
- Local, multi-agency collaborative teams are formed to develop and implement SACSI initiatives,
- Research is integrated into the strategic planning, problem-solving, and local impact assessment processes through the funding of a local research team in each SACSI site,
- Technical assistance is provided to the local sites through meetings, access to experts in the field, assignment of DOJ liaisons to the local teams, and software development to support computerized geographic mapping, and
- The process is recursive, or redundant, because participants often find themselves returning to earlier phases after progress along certain lines has been made,¹

DOJ selected the first five SACSI sites² to implement SACSI in a competitive review process designed to capitalize on forward-thinking U.S. Attorneys and the identification of qualified local research teams. DOJ provided a number of services aimed at facilitating cross-

¹ For example, on-going analysis of a selected crime problem may lead the group to either select a different problem or invite different participants to the working group (earlier steps), which would then introduce new influences on the research conducted to further understand the problem.

² Referred to as the Phase I SACSI sites. Later DOJ added five additional sites -- Albuquerque, Atlanta, Detroit, Rochester (NY), and St. Louis -- and added them to the national assessment project; we refer to these as the Phase II SACSI sites.

site exchanges and providing various forms of assistance aimed at promoting success in the SACSI sites, including:

- Assigning a DOJ liaison to each site who would facilitate communication between DOJ and the sites, enhance federal monitoring of the sites, and assist with the coordination and provision of technical assistance to the sites,
- Convening a series of facilitated meetings for key leaders from the sites in order to promote cross-site discussions, development of new ideas, and on-going self-assessment of progress,
- Securing the contractual services of outside experts on an as needed basis, and
- Utilizing the Crime Mapping Resource Center to conduct local site information systems assessments and fund the development of an internet-based geographic mapping capability (CSIS, see Groff, 2001).

Through these and other activities, DOJ provided the SACSI sites with additional resources to bring the accumulated learning of many years of research and experience to bear on the SACSI initiative, and to give each site the maximum chance for successful implementation.

The SACSI national assessment plan blends process and implementation research, qualitative and quantitative research methods, and intermediate impact measurement with a technical assistance orientation. The goals of the national assessment of SACSI are:

- Document the implementation of SACSI in the five sites, focusing on partnership formation, change, and sustainability; implementation of strategic planning and problem-solving; and integration of research into the local initiative,

- Assess how, and the extent to which, the SACSI partnership teams utilize data, research, information systems, and evaluation findings to inform decision-making,
- Study how interventions are designed and implemented,
- Determine local measurement strategies, and
- Assess prospects for longevity of the SACSI initiatives.

The experiences of each local site in the formulation of ideas, implementation of the general SACSI model, integration of research into crime problem-solving, and the influence of local cultures and constraints on how all these phenomena unfold are of great interest to DOJ, the current SACSI sites, and most importantly to communities around the country implementing the Project Safe Neighborhoods initiative³.

SACSI is an emergent process more than it is a specific program or set of programs. As this report is being written, most of the Phase I SACSI sites have not yet achieved full implementation of the range of prevention- and intervention-oriented initiatives envisioned for their locales, even though several years have passed since the initiation of SACSI Phase I funding. The experience of several years of intense efforts in the Phase I SACSI sites led them to revise (in some instances, considerably) their goals, activities, and anticipated outcomes. In addition, as federal funding for the Phase I SACSI sites drew to a close, several sites secured other funding support, which in turn necessitated some adjustments to goals, priorities, activities, and, again, anticipated outcomes. Thus, the SACSI model and the real experiences of the teams supported by DOJ in the Phase I sites make SACSI a moving target for local and national evaluators.

³ Project Safe Neighborhoods represents the most recent and largest DOJ initiative to combat and reduce gun violence. It involves a nation-wide effort to hire and train federal and state prosecutors, implement strategic planning, and conduct community outreach efforts (USA Bulletin, Jan. 2002, p1).

SACSI national assessment research questions must be considered in the context of these unique aspects of SACSI and the developments related above. In addition to studying collaborative and problem-solving processes, the SACSI national assessment focuses on intermediate impacts, that is, impacts that should be observable in the short term as a direct result of the formation of SACSI partnerships, problem-solving activities, and the implementation of specific components of the overall SACSI model. The measurement of long-term local impacts related to community safety, crime reduction, problem resolution, fear reduction, and other instrumental impacts will be the focus of on-going local evaluation activities, and will be reported at a later date.

This report moves beyond the descriptive nature of what has been published about SACSI to date (CRLJ, 2000; Dalton, 2002, forthcoming; Groff 2001; Lenoir, 2002) to explore several key questions about SACSI:

- How was SACSI implemented in practice, and what variations in key implementation processes were observed in the Phase I SACSI sites?
- Did the SACSI process help the SACSI sites to understand the problem and implement logical strategies to attack the problem?
- What factors seem to account for the observed differences among the Phase I SACSI sites regarding the quality of their partnerships, problem-solving, and ability to integrate research into the SACSI process??
- Does variation in the quality of partnerships and / or integration of research make a difference in strategy design, implementation, and [perhaps] impact?

Researching Partnership and Collaboration

Knowledge of the dynamics of partnerships and collaboration in the criminal justice field has grown over the past two decades, supplemented by parallel research in community health (Shea & Basch, 1990a, 1990b), substance abuse prevention (Cook & Roehl, 1993; Klitzner, 1993), and other related fields. The 1980s saw a renewed emphasis on collaborative criminal justice endeavors through the Justice Department's support for multi-jurisdictional narcotics enforcement task forces and other cooperative ventures through the Edward Byrne criminal justice system improvement grants (Coldren, 1993; Chaiken, Chaiken, & Karchmer, 1990; Feins, 1983). This work was followed by the creation of the unique collaborative approaches of the Weed and Seed program (Dunworth *et al.*, 1999; Roehl *et al.*, 1996) and other “super-partnership” efforts such as Comprehensive Communities (Kelling *et al.*, 1998 [change to final report citation?]) and the Community Responses to Drug Abuse Program (Rosenbaum *et al.*, 1994). The 1990s also produced a strong emphasis on community policing, coordinated problem-solving approaches to crime reduction and prevention, and researcher-practitioner partnerships, stimulating substantial research on partnerships and collaboration in the criminal justice system (see, for example, Roth *et al.*, 2000; McEwen, 1999; Kennedy, 1997; Blumenberg, Blum, & Artigiani, 1998; Grinc, 1994).

For our purposes, several key findings regarding collaborative crime prevention and public safety partnerships emerge from this research. We know, for example, that partnership and collaboration occurs in different ways at different levels in criminal justice organizations⁴, that partnership is an emergent and ever-changing process, that partnership does not always equal friendship or mutual agreement, and that broad (large and complex) partnerships require

⁴Dunworth and his colleagues (1998) point out the distinctions between cooperation, coordination, and collaboration in Weed and Seed projects, for example.

significant individual and organizational effort to sustain. The research on partnerships cited above has shown that a shared vision among members, good leadership, consensus-based decision-making, and adequate resources facilitate the functioning of partnerships.

Alternatively, distrust and mistrust among members (especially of long-standing), disagreements on tactics, a lack of understanding about cultural differences, turf issues, and logistical hindrances inhibit the effective functioning of partnerships. From the studies of police-community partnerships, we have learned how difficult it is to achieve true collaboration, with shared decision-making. And finally, we have learned that "who you invite to the table" -- how broadly representative or narrowly homogeneous a partnership is -- matters in important ways such as what intervention strategies are developed and whether and how the community accepts them. The implementation of SACSI, especially the unique focus on collaboration and integration of research teams, provides an excellent opportunity to further our understanding of how criminal justice collaborations work and what makes them work effectively.

Overview of the Phase I SACSI Sites⁵

Tables 1 and 2 below summarize several basic characteristics of the Phase I SACSI sites. With the exception of Memphis, the other four sites identified problems relating to youth, guns, or violence (or in combination). Indianapolis, for example, selected homicide as the key problem, focusing on several neighborhoods within the city based on geographic crime and trend analysis. New Haven, Portland, and Winston-Salem selected youth violence-related problems with slightly different characteristics. Memphis selected sexual assaults with a focus on statutory

⁵ It is important to note here that, while we present SACSI data and information in this report in a 'cross-site' manner suggestive of comparisons, we do not promote the ranking of SACSI sites along any particular variable or phenomenon. In our view, this cross-site analysis presents data from multiple sites (n=5) in a way that helps readers view the data and explore for themselves the relationships between different variables.

rape and younger victims, in a unique departure from its counterparts in the Phase I SACSI initiative.

The Phase I SACSI sites comprise a group of diverse and distinct U.S. Cities (Table 1). In size, they ranked from 12th (Indianapolis, Indiana) to 129th (New Haven, Connecticut) in the country. The percentage of non-white residents in each city ranged from a low of 23 percent (Portland, Oregon) to a high of 57% (New Haven, Connecticut). The violent crime index for the year 1997 in the Phase I SACSI cities ranged from a low of 1,132/100,000 (Indianapolis) to a high of 1,963 (New Haven), compared with the national violent crime index of 611 (see Table 3 below for a 1990 vs. 1997 comparison of violent crime rates for the Phase I SACSI sites).

The Phase I SACSI cities participate in other federally supported comprehensive approaches to crime and public safety, also to varying degrees. Indianapolis, for example, has nine Weed and Seed sites and has participated in that initiative for almost a decade, whereas Winston-Salem and Memphis recently received Weed and Seed awards (in connection with the SACSI initiative). Other sites have participated in Weed and Seed for several years. Since the inception of the Community Oriented Policing Services (COPS) initiative, the five Phase I sites have received over \$50 million in COPS funding, which supported approximately 800 community policing officers. Indianapolis and Portland received the most funding support from COPS (\$22.8 million for 286 officers and \$14.4 million for 257 officers respectively), Memphis received \$11.9 million for 185 officers, while New Haven and Winston-Salem received the least (\$6.7 million for 52 officers and \$1.2 million for 23 officers, respectively).⁶

⁶ These data help explain the context within which SACSI is implemented in different sites. We do not recommend a direct comparison across sites on these contextual indicators, as key variables such as local cost of living, population size, orientation to community policing, and availability of COPS funds for purposes other than hiring of officers all contribute to vastly different interpretations and render crude comparisons unwarranted.

TABLE 1
Summary of the Goals and Key Activities of the Phase I SACSI Sites

SITE	GOALS/TARGETS	ACTIVITIES, TACTICS & INTERVENTIONS
Indianapolis:	<ul style="list-style-type: none"> • Reduce rates of homicide and serious violence in several 'hot spot' neighborhoods • Focus on street-level violence related to drugs and chronic offenders 	<ul style="list-style-type: none"> • Homicide and violent incident reviews, offender notification • Focused law enforcement suppression activities • Disrupt illegal firearms market • Communicate anti-violence message to offenders and community • Community-based prevention, clergy involvement • Strategic prosecution at local and federal levels
Memphis:	<ul style="list-style-type: none"> • Reduce rape, statutory rape, and sexual assaults in Memphis • Focus on victims aged 13-17 	<ul style="list-style-type: none"> • Special sexual assault review team in the DA's Office • Analysis of sexual assault case flow in the CJ system • 24-hour Police Department response to sexual assault cases • Restructure physical space in the Sex Crimes Unit • School-based education/prevention program • Multi-agency incident reviews • Coordinated efforts to reach sexual assault offenders in target neighborhoods
New Haven:	<ul style="list-style-type: none"> • Reduce gun violence and gun possession, particularly among youth and young adults • Improve public's perception of safety 	<ul style="list-style-type: none"> • Gun and ammunition tracing, focus on straw purchasers • Publicize project to deter gun possession • Joint police and probation/parole surveillance of probationers • Strategic prosecution at local and federal levels • Local fear of crime surveys
Portland:	<ul style="list-style-type: none"> • Reduce youth violence in hot spots • Disrupt flow of illegal guns to youth 	<ul style="list-style-type: none"> • Aggressive gun interdiction, saturation patrols, hotspot enforcement • Offender notification, joint police - probation supervision and support of offenders • Outreach initiatives and support programs to hasten community reintegration • Examination of over-representation of minorities in the criminal justice system
Winston-Salem:	<ul style="list-style-type: none"> • Reduce youth violent crime in hot spot neighborhoods 	<ul style="list-style-type: none"> • Focus on youth offenders and older offenders who recruit youth • Offender notification, violent incident reviews • Coordinated case management for support services • Police-clergy-probation outreach to youth • School-based programs • Youth street worker program

TABLE 2
Summary of Phase I SACSI Site Characteristics

SITE	Demographics ¹	Weed and Seed ³	Community Policing ⁴
Indianapolis:	1990 pop: 741,952 2000 pop: 791,926 % change: +6.7% 2000 rank 29 2000 non-white: 31%	Number of sites: 1 Length of time: 9 ys. Key initiatives: <ul style="list-style-type: none"> • Community center • After school prog. 	COPS funds: \$22.8** # grants: 17 # officers: 286
Memphis	1990 pop: 610,337 2000 pop: 650,100 % change: +6.5% 2000 rank: 18 2000 non-white: 56%	Number of sites: 1 Length of time: 2 ys. Key initiatives: <ul style="list-style-type: none"> • Tutoring • Boys & Girls clubs • Job Training • Mentoring • Victims Assist. 	COPS funds: \$11.9 # grants: 11 # officers: 185
New Haven:	1990 pop: 130,474 2000 pop: 123,626 % change: -5.2% 2000 rank: 129 2000 non-white: 57%	No Weed and Seed sites listed for New Haven	COPS funds: \$ 6.7 # grants: 11 # officers: 52
Portland	1990 pop: 437,319 2000 pop: 529,121 % change: +3.0% 2000 rank: 23 2000 non-white: 23%	Number of sites: 2 Length of time: 3 ys. Key initiatives: <ul style="list-style-type: none"> • Tutoring • Anti-drug ed. • Anti-gang ed. • Health screening • Job training • Mentoring 	COPS funds: \$14.4 # grants: 12 # officers: 257
Winston-Salem:	1990 pop: 143,485 2000 pop: 185,776 % change: +29.5% 2000 rank: 109 2000 non-white: 45%	Number of sites: 1 Length of time: 1 yr. Key initiatives: <ul style="list-style-type: none"> • Summer youth acad. • Improve city services • Faith-based crime prevention 	COPS funds: \$1.2 # grants: 5 # officers: 23

Sources:

¹Census 2000 PHT C T 3 Ranking Tables for Metropolitan Areas: 1990 and 2000 Table 3 Metropolitan Areas Ranked by Population: 2000 / US Census Bureau / US Department of Commerce, and Census of Population and Housing / Profiles of General Characteristics -- <http://www.census.gov/population>

²Crime in the United States 2000 Uniform Crime Reports / Table 8 Offenses Known to Law Enforcement by city 10,000 and over in Population 2000 Federal Bureau of Investigation / US Department of Justice. Violent crimes include: murder and non-negligent manslaughter, forcible rape, robbery, and aggravated assault.

³Executive Office of Weed and Seed, Weed and Seed Data Center, <http://www.weedandseeddatacenter.org/index.html>

⁴Office of Community Oriented Policing Services, Grantee Listing, http://www.usdoj.gov/cops/foia/foia_err.htm ; these data refer to COPS grants awarded to local jurisdictions for hiring police officers, not for technology or other training and technical assistance purposes.

Table 3
Comparison of 1990 and 1997 Violent Crime Rates for the Phase I SACSI Sites
 (1997 National Violent Crime Rate = 611 per 100,000 pop.)

Violent Crime Rate	Indianapolis	Memphis	New Haven	Portland	Winston-Salem
1990	1,287	1,488	3,059	1,792	1,550
1997	1,132	1,856	1,963	1,604	1,285
% change 1990 to 1997	-31%	+3%	-56%	-39%	-16%
Comparison to National Violent Crime Index	+1.9	+3.0	+3.2	+2.6	+2.1

SACSI was initially implemented in urban cities with significant non-white populations and with significant violent crime problems. All sites except one (New Haven) experienced population growth between the 1990 and 2000 censuses, with Winston-Salem experiencing the most (+29.5%). All sites benefited from other similar national crime prevention, crime reduction, and community improvement programs. With the exception of Memphis, the Phase I SACSI sites witnessed marked declines in their violent crime rates from 1990 to 2000, ranging from a reduction of 16% to a reduction of 56%.⁷

Each of the Phase I SACSI sites engaged in an intense series of local planning, outreach, collaboration, and educational activities, as well as in a series of multi-site facilitated workshops (sponsored by DOJ), to launch the local SACSI initiatives. Subsequently, for several years (and in some instances to the present day), SACSI activities continued through additional analysis, problem-solving, local intervention, and other activities, all with the aim of achieving significant

⁷ No claim is made, at this juncture, to link SACSI independently to these reductions in reported crimes.

reductions in the targeted problems.⁸ On the following pages, we present brief descriptions of SACSI implementation in each of the Phase I sites. Following the brief case studies, we focus on three key characteristics of the SACSI initiative – partnership development, problem-solving implementation, and integration of research into the partnership and problem-solving dimensions of SACSI, drawing from extensive field research conducted by the national assessment team, as well as from a survey sent to SACSI participants in each site (once early in the implementation process, and again approximately one year later).

Phase I SACSI Site Summaries

Indianapolis:

The Indianapolis Violence Reduction project (IVRP), as the SACSI program was called there, aimed to reduce the level of homicide and serious violence in the community. Local, state, and federal government, law enforcement, and criminal justice agencies and a research partner came together prior to SACSI due to record homicide levels in 1996-97, determined to address the problems with the multi-agency problem-solving approach developed in Boston. IVRP's primary strategies involved identifying chronic serious offenders in several ways, notifying these offenders that violence will not be tolerated, concentrating law enforcement, probation, parole, and prosecution resources on these offenders, reducing the availability and use of firearms, and offering high risk offenders positive alternatives, social and educational services, vocational training, jobs, etc.

The SACSI effort was carried out by (1) a policy-making core group which comprised all major agency heads from local, state, and federal law enforcement and criminal justice agencies,

⁸ These efforts will be documented through a series of case studies prepared by the national assessment team, as well as through local research reports prepared by the SACSI local research teams.

and (2) a working group of practitioners from these same agencies. The generally acknowledged leaders were the project coordinator, research partner, and U.S. Attorney -- all known and well respected by core group members from the start. The lead researcher was an integral part of the policy-making and working groups, and contributed a variety of statistical and qualitative information -- obtained in traditional (e.g., crime and victim/suspect data analyses) and innovative (e.g., homicide reviews, supplements to ADAM interviews, tracking of offender outcomes) ways -- to the development, implementation, and assessment of intervention strategies. The involvement of non-law enforcement agencies and private organizations which provided services to SACSI's target offenders was typically organized by the project coordinator, as these groups were not represented on the core or working groups.

During the SACSI project, nearly 200 offenders attended notification meetings, with 65% also attending at least one follow-up meeting. Services (job training, drug treatment, tutoring, GED assistance, mentoring, etc.) and jobs for high risk offenders were provided by members of the newly formed faith-based Indianapolis 10 Point Coalition, other church- and neighborhood-based organizations, and employers recruited by probation officers. Details on the nature and extent of services provided to individuals, criminal justice system responses to violent incidents among the target groups, and individual (e.g., recidivism, employment) and community (e.g., homicide and serious violence figures) outcomes will be forthcoming from the local researchers.

Memphis:

The Memphis Strategic Approaches to Community Safety Initiative (SACSI) entailed a collaborative effort among law enforcement, criminal justice, university researchers, community representatives, victims' advocates, city government, social service agencies, and the schools to

heighten awareness about sexual assault and reduce its incidence - particularly among teenage girls.⁹ An initial analysis of Uniform Crime Report data revealed that the rate of sexual assaults in Memphis was among the very highest in the country for several years and, unlike the rest of the country, the rate showed no signs of declining. Further analysis by the research team identified a typology of sexual assault in Memphis, leading the problem-solving team to focus on sexual assaults against teenage girls, sexual assaults related to patterns of motor vehicle use, and statutory rape. The Memphis SACSI team conducted an in-depth assessment of the sexual assault problem prior to developing problem-solving initiatives, examining offense, arrest, and victimization data covering a five-year period preceding the SACSI project and studying geographic (crime mapping) patterns as well. In addition a lengthy collaboration with federal, state, and local agencies and organizations was undertaken, to both build the local partnership and explore the sexual assault problem through qualitative research methods.

The Memphis SACSI team developed a three-pronged approach to reducing sexual assaults, incorporating suppression (law enforcement), intervention, and prevention approaches. The most notable SACSI strategies in Memphis include: an enhanced program linking Memphis police officers with sexual assault victims advocates when responding to reported sexual assaults, revisions to organization and sexual assault response policy by the Memphis Police Department,¹⁰ a prevention-oriented school education program, focused interventions with sexual assault offenders, and enhanced crime analysis capabilities through a greatly improved relationship between local universities and law enforcement agencies in Memphis.

⁹ The selection of this crime, one that was neither youth-focused nor gun-focused, and that did not typically fall under the jurisdiction of the U.S. Attorney's Office, distinguished the Memphis SACSI initiative from the other four Phase I SACSI sites.

¹⁰ As the national assessment research concluded in Memphis, some elements of the enhanced police response had been eliminated due to a reported budget shortfall and loss of funds for police overtime.

Additionally, the SACSI Memphis initiative produced several promising indirect benefits that illustrate the collaborative and other benefits that can result from SACSI. Most notably, a strong, new, and trusting relationship developed between the University of Memphis, the Memphis Police Department, and other criminal justice organizations; a new Center for Community Criminology was installed at the University (with funding support), and several new initiatives aimed at enhancing local data resources to support SACSI-like efforts in Memphis were underway (under the leadership of the Memphis-Shelby Crime Commission).

New Haven:

A troubling homicide rate, a U.S. Attorney dedicated to reducing street-level violence, and a police department with a history of community policing and research-driven collaborations provided the basis for New Haven's SACSI effort to reduce gun-related violence. Add to this a group of highly-motivated probation and parole officers, enthusiastic local prosecutors, and a professional research team, and you have the key components of New Haven's focused, efficiency-oriented SACSI project.

At a very early stage, the New Haven SACSI group assessed (1) the number and scope of local social service and community resources, (2) more than five years' worth of gun-related incident data, and (3) the levels of perceived fear of gun-related violence in both the City of New Haven and surrounding suburbs. Given this information, the aforementioned core group made the decision to stay "lean and mean;" that is, to focus their efforts on producing a short-term, tangible impact on a high-profile group of offenders before either publicizing the program or highlighting its social service aspects. The SACSI adhered to this plan and successfully prosecuted a number of high-profile cases – both at the federal and local level – before devising

media and offender outreach campaigns that drew attention to the effectiveness of their SACSI efforts. And, as the message of SACSI's effectiveness or "real-ness" began to make its impression upon the public and potential offenders, the core planning group brought in community agencies specializing in offender outreach and rehabilitation that presented alternatives to violent offending equally as effective and "real" an option as prosecution and incarceration.

Throughout the course of SACSI, the U.S. Attorney's Office was acknowledged to be the project leader and no less than three Assistant U.S. Attorneys acted as project coordinators. Far from being problematic, each AUSA brought unique and complementary skills and perspectives to the project. The research team in New Haven was also unique in that they were the only SACSI researchers among the Phase I sites not affiliated with a university. Although this initially led to some apprehensions regarding the availability and long-term commitment of the researchers to the project, the researchers were credited with keeping the project focused and maintaining internal partnership communications. Further, the partnership considered the data gathering and analysis functions of the researcher to be so important that the Police Department expanded its crime analysis unit substantially in order to institutionalize SACSI's data-driven problem-solving model. It is also important to note that, as SACSI evolved, leadership roles became more fluid and all of the key partners – including the police, the local prosecutors, probation, and an ex-offenders' group – moved into and out of these roles with a notable absence of friction.

Portland:

In parallel to Indianapolis' experience, the impetus for the Portland project (called STACS, for Strategic Approach to Community Safety) was the unusually high level of youth gun-related violence in the summer of 1997. Spurred by community and media pressure, law enforcement and community-based anti-violence efforts were launched by the mayor, U.S. Attorney and a local public safety coordinating council of key city and county criminal justice agencies; these evolved into the STACS project. Portland enjoys a long history of inter-agency collaboration and citizen involvement in law enforcement and government; this history is reflected in the diversity and inclusive nature of the STACS' core and working groups.

To reduce youth gun-related violence, the STACS project followed a three-pronged strategy of enforcement, supervision, and outreach. Law enforcement strategies included gun searches and seizures, gun prosecution strategies, saturation patrols, intensive enforcement, and home visits of probationers and parolees by police and probation officials. Notification meetings were conducted with a small group (about 30) of high risk gang members, probationers who then received both close probation supervision and a variety of services and employment assistance. The STACS project also included Project Re-Entry, a strategy to coordinate the delivery of community outreach and supervision services to targeted just released-from-prison offenders.

Three active groups spearheaded Portland's STACS project: (1) a large policy-making core group composed of city, county, state, and federal government agencies, criminal justice system agencies, community and faith-based organizations, and the research team; (2) a working group of criminal justice representatives and the research team which concentrated on the enforcement and supervision strategies; and (3) a working group of social service agencies, probation officials, neighborhood organizations, and private businesses which coordinated social

and vocational services for offenders and developed employment opportunities. The research team of professors from two universities joined the STACS project in earnest rather late in the development process, and served as advisors and information sources to the core and law enforcement groups. The research team developed a detailed database of high risk offenders and conducted detailed interviews and surveys with adult and juvenile offenders covering issues relevant to the project (e.g., use of weapons, perceptions of police and probation, alcohol and drug use, gang activities). Evaluations of Project Re-Entry and an African-American parole program will be included in the research effort in addition to the tracking of the services received and outcomes of STACS targeted offenders.

Winston-Salem:

The Winston-Salem SACSI initiative selected youth violence in several 'hot spot' areas of the city as its focus. The selection of this particular problem had its origins, in large part, in two related historical developments: 1) the Forsyth Futures group (located in Winston-Salem), a not-for-profit organization with broad justice system, government, and service sector representation, had identified youth juvenile justice as its key concern almost a decade earlier, and it was still an active local force, and 2) the Winston-Salem Police Department implemented a serious juvenile offender program several years prior to SACS. Thus, the local history of collaborative efforts to reduce youth violence benefited the SACS effort tremendously. A local research team, with representatives from several different disciplines (e.g., anthropology, psychology, public health) conducted initial research that helped provide a focus to the SACS effort (e.g., a strategic decision was made early on to tailor different intervention strategies to

different age groups).¹¹ In addition to the existence of collaborative efforts geared toward juvenile justice, the SACSI partnership in Winston-Salem enjoyed strong support from a visible and charismatic U.S. Attorney, as well as from a Project Coordinator with strong ties to the Winston-Salem community.

As the SACSI effort grew in Winston-Salem, so did the representation in the working group. Eventually, the SACSI partnership in Winston-Salem comprised local, county, and state law enforcement and criminal justice representatives from a variety of agencies, as well as the clergy, social service and advocacy organizations. A small core group (the project coordinator, several mid-to upper-level police representatives, parole and probation) formed the key policy-making group of the partnership, and several working groups were established to design and implement suppression, intervention, and prevention activities. The generally acknowledged leaders were the project coordinator, U.S. Attorney, First Assistant U.S. Attorney, a captain from the Winston-Salem Police Department, and several clergy, social service, and street workers. In Winston-Salem, the research team did not play a consistent leadership role, since there was a year-long gap in researcher participation. Still, the influence of research information was evident, and the working group recognized the importance of research.

Operationally, the key SACSI strategies in Winston-Salem included the following: hot spot identification and monitoring of youth crime and youth violence in those areas, on-going review of violent incidents (eventually leading to a refinement of the group's understanding of the youth violence problem), identification of youth offenders at greatest risk of victimization or recidivism and regular 'notification meetings' at which the offenders received strong 'stop the violence' messages from law enforcement, the clergy, and community representatives, outreach

¹¹ After one year, this research team ceased its work and its affiliation with the SACSI working group, and it was not until approximately one year later that a new research team joined the SACSI partnership.

activities of various kinds (including joint police-probation-clergy home visits to the homes of at risk youth), coordinated case staffings and review, prevention efforts (e.g., mentoring, job readiness training), and a strong street worker program (coordinated by an ex-offender with strong ties to the local communities).

As the national assessment research drew to a close in Winston-Salem, there were encouraging signs of success and longevity. The entire organization had moved to newly established center for community safety at a local university, SACSI-like activities were underway (or contemplated) in several neighboring jurisdictions, new funding sources had been identified that would support the effort for several years into the future, and many of the initial interventions were still underway (with others in the planning stages).

Collaboration, Problem-Solving, and Research Integration in the Phase I SACSI Sites

The SACSI national assessment project focused on collaborative and partnership processes as the key, and least understood, elements of the SACSI initiative. National assessment team researchers conducted site visits and interviews, and made on-site observations of SACSI meetings and activities. In addition, a partnership survey of local SACSI participants was conducted in two waves, approximately one year after implementation, and then approximately one year later. The survey recorded and measured participant perceptions and activities in three key areas:

- partnership and collaboration, examining such phenomenon as breadth of representation in the working groups, organizations included and excluded, decision-making and consensus building, leadership, frequency of contact with other members, and satisfaction with the partnership,

- implementation of problem-solving activities such as planning, data collection, implementation, and evaluation), and perceptions of progress and effectiveness in those areas, and
- integration of research in such areas as problem identification, problem definition, strategy implementation, and process and impact evaluation, including perceptions of effectiveness in these areas.

Partnership Structures, Functioning, Satisfaction, and Effectiveness

Satisfaction with SACSI partnerships was high across all of the first five SACSI sites (Figure 2) – over 50 percent of all respondents strongly agreed¹² with five of seven statements regarding satisfaction with the SACSI partnership. Phase I SACSI participants registered the most satisfaction with expressive concerns (“I care about what happens in this partnership,” and “I want to remain a member of this partnership”). Respondents indicated the lowest level of satisfaction with global assessments of the partnership (47% strongly agreeing with the statement, “I am satisfied with the partnership.” and 48% with the statement, “Compared to the groups I know, I feel this partnership is more effective than most”). As these data indicate, partnership satisfaction varies by particular elements of satisfaction or by different ways in which a member may feel attached to the group (e.g., feeling of belonging, problem-solving orientation).¹³

¹² This represents a conservative approach to measurement. When the “agree” and “strongly agree” response options are combined for these partnership satisfaction items, the percentage of respondents agreeing to positive statements about the SACSI partnership increases to the 75-100% range.

¹³ Separate analysis of the SACSI partnership survey data reveals two important overall findings relating to the data presented in this report: 1) when the responses from law enforcement and criminal justice agencies are compared to responses from representatives from non-criminal justice agencies (e.g., local government, schools, clergy, universities, service agencies), no significant differences are observed; thus reporting overall responses does not mask differences by general orientation of the respondent, and 2) this finding holds up across Wave 1 and Wave 2 of the survey, so the reporting of Wave 2 results here does not mask differences at this general level that may have

Table 4
Summary of Partnership Characteristics for the Phase I SACSI Sites

	History of Partnerships¹	Partnership Structure²	Breadth³	Cohesion⁴	Satisfaction⁵	Leadership⁶	Breadth⁷
Indianapolis	History of criminal justice agency collaboration in Weed & Seed; many other focused local and local-federal task forces	Large core policy and working groups composed of criminal justice agencies plus researcher; faith-based and community organizations offer services independently	Researcher is a recognized leader of the project; non-criminal justice agencies consciously excluded from the core group	3.5 (high)	3.6 (high)	70% (high)	4.9 (moderate to high)
Memphis	Few pre-existing partnerships; pre-existing relationship between police department and sexual assault service/advocacy organization	Core group of 8-10 with several formal and informal working groups	Research team included in top 5 from network survey; all others criminal justice organizations	3.2 (moderate)	3.4 (moderate to high)	34% (low to moderate)	5.0 (moderate to high)
New Haven	History of law enforcement-public health partnership regarding early childhood interventions; other criminal justice system partnerships	Small core criminal justice group plus researcher	Initial broad outreach downsized to small core group; social service partner re-introduced near end of implementation	3.3 (moderate)	3.5 (moderate to high)	63% (high)	2.8 (low)
Portland	History of significant criminal justice and community partnerships; long local history of citizen activism and local government-neighborhood collaboration	Very large core group with two formal working groups: criminal justice and community-based	Broad representation from criminal justice and social service groups; community organizations play important but secondary role; research role has been largely advisory	3.2 (moderate)	3.3 (moderate)	27% (low)	6.7 (high)
Winston-Salem	History of partnership regarding juvenile justice system and youthful violent offenders	Core group with three work groups, modified over time	Top 5 according to network survey are all criminal justice organizations	3.9 (high)	3.8 (high)	59% (high)	5.7 (high)

¹ Evidence of prior collaborative partnerships relating to the selected problem (or generally) that either helped or hindered the formation and implementation of the SACSI project (e.g., police-probation projects, law enforcement task forces, special youth initiatives, governor's task forces).

² Formal and/or informal nature of the core and working group structures; significant deviations from the core group with sub-committees or workings groups structure.

³ Extent to which core group includes non-criminal justice, non-law enforcement or 'non-traditional' partners; number of different types of partners involved in active roles.

⁴ Developed from Wave 2 Survey data; range = 0 - 4; F=6.514, p=.000; high score = stronger group cohesion.

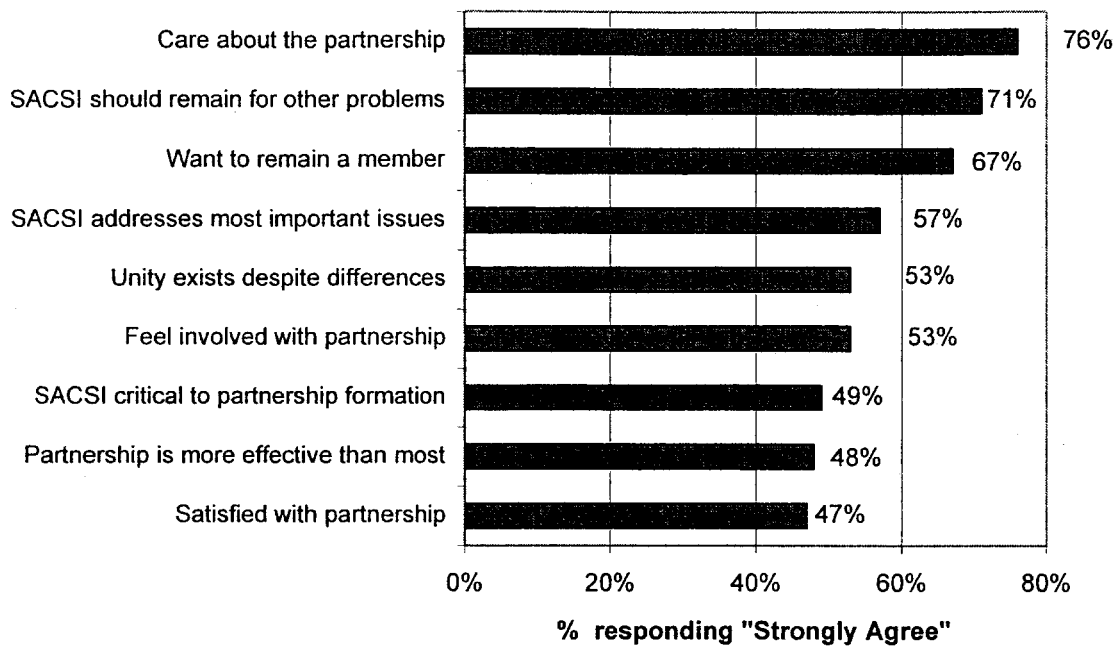
⁵ Developed from Wave 2 Survey data; range = 0 - 4; F=4.947, p=.001; high score = greater satisfaction.

⁶ Developed from Wave 2 Survey data; indicates average percentage reporting few or no leadership problems.

⁷ Developed from Wave 2 Survey data; indicates average number of SACSI working group participants identified as having a 'great deal of involvement.'

FIGURE 2: Partnership Assessment in the Phase I SACSI Sites

(weighted data, number of cases ranges from 122 to 128)



The partnerships developed by the Phase I sites have much in common, as they generally followed the key principles set out by the SASCII model. Yet they also exhibited differences likely to be important to the future of SASCII-like efforts in other jurisdictions. Table 4 presents summary information on the partnerships formed in each Phase I site for the SASCII effort, along with partnership scales developed from the Wave 2 survey results (see the attached summary of constructs from the survey for a listing of the individual survey items that contribute to each of the partnership scales).

[TABLE 4 HERE]

existed at Wave 1. Still, the data reveal a tendency for individuals from different organizations to think more alike regarding SASCII at Wave 2 than at Wave 1.

Each of the Phase I sites formed core groups of key policy-makers, with Indianapolis and Portland having large groups and the other three sites forming smaller core groups. While Portland's core group was large and diverse, comprising a number of non-law enforcement organizations, Indianapolis' was large and uniform, composed primarily of criminal justice agencies and the primary research partner. The majority of the core groups, regardless of size, were heavily weighted toward criminal justice system representatives, with law enforcement officials (particularly those from local police departments) predominant. In several sites, notably Portland and Winston-Salem, non-law enforcement partners played active roles in offering services and alternatives for prevention and rehabilitation, but typically did not play significant policy roles in the core groups. The New Haven and Indianapolis sites, where interventions were heavily law enforcement and criminal justice system-oriented, displayed less community involvement in comparison to other sites, such as Memphis and Portland, where more attention was placed on prevention and rehabilitation services, respectively. Table 5 below, developed from partnership network data in the Wave 2 survey, lists the top 5 organizations in each of the local working groups that provided the working group representatives with the highest overall frequency of contact (e.g., an individual in each of these organizations was most cited by others in the working group as the person they had the most contact with when working on SACSI initiatives).

The majority of the sites -- all but New Haven -- created working groups that included street-level and mid-management practitioners from like-purpose agencies or groups (e.g., enforcement-oriented working groups composed of law enforcement and probation officials, service-oriented working groups composed of probation officials, community organizations, and businesses). At regular, often weekly or bi-monthly, meetings, working group members

developed specific operations for the SACSI project, and then returned to their agencies to direct the day-to-day activities of the operations. Generally, enforcement-oriented working groups were active earlier and more steadily than the service-oriented working groups.

TABLE 5
Frequency of Contact Ranking in Four Phase I SACSI Sites^a

Rank according to frequency of contact	Indianapolis	Memphis	Portland	Winston-Salem
1	Police Department U.S. Marshall's Office	University	U.S. Attorney's Office	U.S. Attorney's Office Police Department
2	County Prosecutor	U.S. Attorney's Office University	Probation Department	U.S. Attorney's Office
3	Police Department U.S. Attorney's Office	University Sexual Assault Advocates	Department of Juvenile Justice	Admin. Office of the Courts Police Dep't
4	Police Department Research Center	Police Department	Police Department	Sheriff's Dep't Police Dep't
5	Police Department U.S. Attorney's Office	Pretrial Services	Neighborhood Coalition	Other Org.

^a Rankings represent organizations with one individual SACSI participant that other partnership members said they had the most frequent contact with; individual names or position titles withheld to preserve confidentiality. For example, in Site A one individual from the Police Department and one individual from the U.S. Marshall's Office had an equal number of SACSI partners say they had frequent contact with them, and the most compared to any other partnership member. One Phase I site did not provide these data for Wave 2.

Prior research suggests that the important dynamics and outcomes of partnerships include members' views on the composition of the group, involvement of key members, leadership, cohesion, satisfaction, and effectiveness (see Cook & Roehl, 1993; Rosenbaum, forthcoming). In all five Phase I sites, leadership -- defined as playing a primary role in (1) bringing a diverse group of agency, organization, and community leaders to the table, (2) strategic planning, and (3)

overall project coordination -- was vested in the U.S. Attorney's Offices. U.S. Attorneys were clearly involved in overall policy and procedural decisions, with day-to-day responsibilities vested in the full-time Project Coordinators, or Assistant U.S. Attorney in one instance. In three sites -- Indianapolis to be sure, and Memphis and New Haven to strong, but lesser extents -- local researchers also played strong leadership roles. In Portland, the research partners filled primarily advisory and feedback roles, while in Winston-Salem, instability in the research partners left the project without research involvement for a long period.

Wave 2 survey results from Indianapolis and New Haven indicate that the majority of core group members (63-70%) report few or no leadership problems. Both partnerships were led by a particularly capable individual within the USA's Office who was given substantial authority to run the project, and who worked hand-in-hand with an influential research partner. In contrast, in Memphis and Portland, where project leadership was more diffuse and not always vested in one or two key people, 39 percent or less of the survey participants indicated few or no leadership problems. In both Indianapolis and Winston-Salem, participants reported fewer leadership problems in the second wave of the survey, although these results are not statistically significant, they may indicate that leadership improvement over time.

One measure of inclusion is the partnership members' views of the number of participants having "a great deal of involvement" with the SACSI project.¹⁴ Partnership members from Portland and Winston-Salem reported the greatest breadth of involvement. New Haven SACSI participants reported the least breadth of involvement, where the core group was both small and dominated by the AUSA and research partner. Additional analysis revealed no significant changes in breadth of involvement between Wave 1 and Wave 2 surveys.

¹⁴ This measure is affected both by the size of the core group and the number of highly involved individuals.

SACSI partnership members reported moderate to high levels of cohesion, and there were significant differences among the five sites, as shown in Table 4. SACSI participants rated cohesion lowest -- but still moderately high -- in Portland, where the core group was large and diverse, and in Memphis. The Winston-Salem partnership reported a significant increase in cohesion from Wave 1 to Wave 2, exhibiting a very high cohesion score of 3.9 (on a 1-4 scale) at Wave 2. At the time of the Wave 2 survey, the Winston-Salem partnership was characterized by good relationships between community, government, and law enforcement officials, who together had worked through public objections to SACSI's targeting particular age groups and community areas and through problems with their first research team.

Certainly two of the most important partnership outcomes are whether members are satisfied with their involvement in the partnership and whether they feel their efforts have been perceived as effective. As shown in Table 4, all partnerships reported moderate to high levels of satisfaction (3.3 to 3.8 on a 1-4 scale) by the Wave 2 survey. A comparison to Wave 1 results (not shown) reveals that satisfaction stayed level or increased slightly over time. Perceived effectiveness is measured by the average percentage of partnership members rating the partnership as "very effective" across several effectiveness items from the survey. In contrast to the other assessments of partnership, members rated their effectiveness rather low, with the notable exception of Winston-Salem. In Winston-Salem, 61 percent rated their partnership as very effective at Wave 1, and this figure increased to 78 percent by Wave 2. Perceived effectiveness ratings remained low in Memphis and Portland over time, around 35 percent. Effectiveness ratings dropped slightly over time in Indianapolis and New Haven, but not significantly so.

*Implementation of Problem-Solving*¹⁵

Implementation of problem-solving in the SACS I process involves several components – identification, analysis, and prioritization of a particular crime problem (or of its various components), development of a strategic plan or method for solving the problem(s), implementation of the plan, and assessment or evaluation of the implementation process and the impact of the problem-solving endeavor. The national assessment team examined several of these components as they pertain to the research process (see “Integration of Research” below). The other components fall under what is commonly known as the SARA (Scan, Analyze, Respond, Assess) problem-solving process (see Eck and Spellman, 1987). Figure 3 below summarizes the national assessment findings regarding participant ratings of the effectiveness of problem-solving implementation in the Phase I SACS I sites.

For all of the SACS I sites combined more than half of the respondents gave high ratings in two areas of implementation – fostering cooperation, and planning new approaches. Respondents rated other components of the problem-solving process lower on implementation effectiveness – generating non-law enforcement buy-in, implementing new approaches, reducing the targeted problem, and generating additional funding -- with 35 percent to 48 percent rating SACS I as ‘very effective’ in these categories. Overall, then, representatives from the working groups in the Phase I SACS I sites did not rate problem-solving implementation in their groups as highly effective.

¹⁵ Note that this analysis addresses the effectiveness of local SACS I implementation of the problem-solving process, not the actual, instrumental reduction of crime problems. The national assessment model treats problem-solving implementation as a ‘proximal’ outcome, also referred to as ‘implementation integrity.’ Local impact analyses and reports were the responsibility of the local research teams under the overall SACS I assessment model, and these results will be reported separately.

FIGURE 3: Effectiveness of Problem-Solving Implementation in the Phase I SACSI Sites

(weighted data, number of cases ranges from 71 to 112)

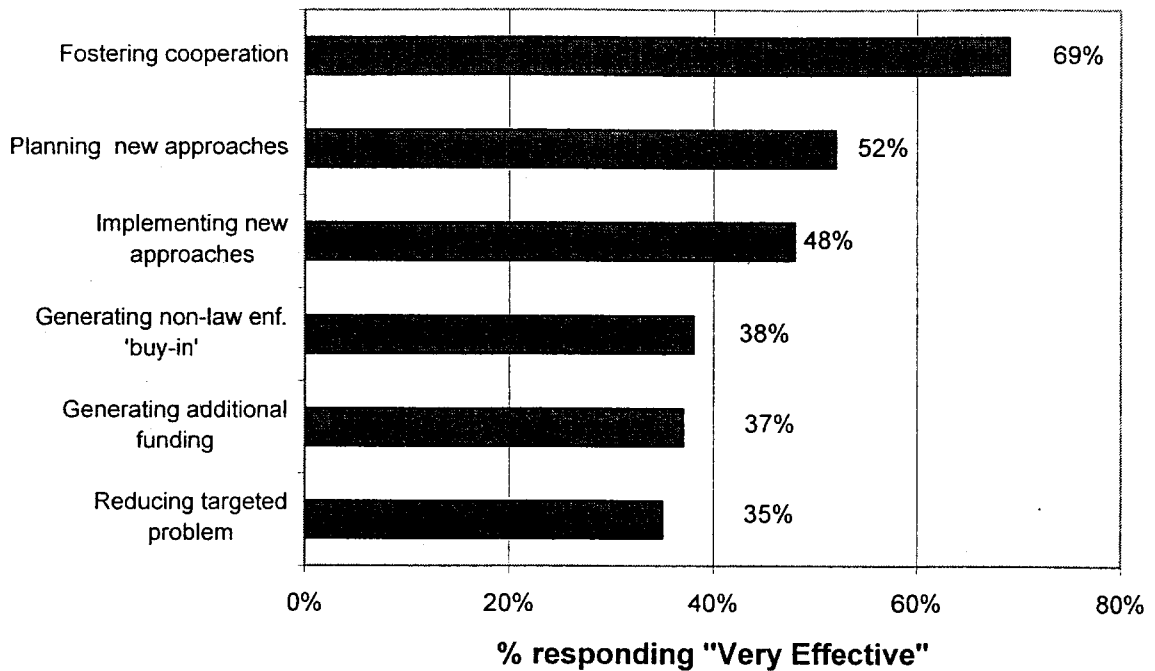


Table 6 summarizes each city's level of success with the problem-solving process. Most results in Table 6 are based on qualitative field observations. The survey measures discussed above were combined to form a single composite index of problem-solving effectiveness (shown in the far right column of Table 6). The national assessment found that, in most cities, the problem addressed by SACSI was selected prior to official implementation of SACSI. This finding is due to at least two factors: (1) several sites with pre-existing partnerships had already identified severe local problems that needed a fresh approach, which SACSI offered (e.g., Indianapolis, Winston-Salem; see Dalton, forthcoming), and (2) the process of developing SACSI funding proposals set in motion problem-solving processes that resulted in early identification of likely targets for the new approach.

Each sited demonstrated good to excellent abilities regarding problem analysis and prioritization. In most instances the working groups and the local research partners quickly got to the business of analyzing readily available local data to thoroughly assess the selected problem, and in several cases the local researchers conducted extensive exploratory research (e.g., focus groups with leaders, practitioners, community representatives, offenders, probationers) which helped refine local understanding of the problem (see section on research integration, below). The Phase I SACSI sites were fairly adept at developing effective strategic plans – turning data into action – that incorporated more than traditional suppression-oriented responses, though some sites adhered to those plans, or monitored and revised them in less formal or less routine ways than did others.

One of the strengths and unique characteristics of SACSI is the research capacity to properly identify, and provide a deeper understanding of, the problem. As noted in Table 6, each site engaged in data analysis for problem identification purposes, and in some sites this led to further specification of the selected problem. In addition, each site did a good job of continuing the analysis process to further refine the group's understanding of the nature and extent of the selected problem (e.g., identifying hot spots, defining high-risk offender and victim groups, unearthing community concerns). The Phase I SACSI sites were fairly effective at using this data as a framework for developing strategic plans (i.e. turning data into action). Strategic plans sometimes incorporated more than traditional suppression-oriented responses. Some sites, however, adhered to these plans in less formal or less routine ways than did others.

The problem-solving effectiveness index provides a less positive summary of problem-solving in the Phase I SACSI sites than does the qualitative assessment. This scale summarizes the percent of respondents rating problem-solving implementation as effective across several

Table 6
Summary of Problem-Solving Implementation for the Phase I SACSI Sites

	Source of problem identification¹	Problem analysis and prioritization²	Development of strategic plan³	Problem-solving effectiveness scale⁴
Indianapolis	Selection of target problem and Boston approach both predate SACSI; stimulated by record homicide levels	Excellent – geo-based analyses and victim-suspect profiles guided early strategies; homicide reviews, offender-based studies, and on-going feedback refined interventions	Good – developed prior to SACSI and, with research-based modifications, has served as a blueprint ever since	43% (moderate)
Memphis	Problem selected prior to implementation of SACSI; priority identified by local leaders	Good - analysis of police and criminal justice system data	Moderate to good - planning summit helped identify key strategies; ad hoc development following the summit	36% (moderate)
New Haven	Gun violence problem identified prior to implementation; New data indicated impact of perceived gun violence problem in both city and suburbs	Good – analysis highlighted impact of perceived gun violence in areas that law enforcement considered to be “safe”	Good to moderate – tight-knit core group focused on achieving and maintaining cooperation and collaboration; goals and strategies were often considered to be a given	33% (moderate)
Portland	Problem selected prior to SACSI implementation vis-à-vis community, media, and local government attention	Good – wide range of existing data helped guide early strategies; focused studies led to later refinements. Pace of research was problematic	Moderate to good – wide-ranging “Portland Plan” developed in 2000, beginning with key partners and continuing with broad agency input	35% (moderate)
Winston-Salem	Youth problem identified prior to implementation of SACSI. Data analysis contributed to development of focus for problem-solving	Good - analysis of police and school data; focus groups and interviews	Good - core and working groups formed in three areas; qualitative monitoring of results contributed to re-structuring of work groups	78% (high)

¹ How local problem was identified; pre- or post-SACSI; key criminal justice leaders only or more collaborative approach?

² Extent to which actual data collection and analysis contributed to development of better understanding of the identified problem, or to development of consensus around the nature and extent of the problem.

³ Extent to which core groups developed formal plans for development and implementation of SACSI and various problem-solving initiatives.

⁴ Developed from Wave 2 Survey data; indicates average percentage rating partnership as ‘very effective’; F=8.11, p=.000.

problem-solving components (see attached summary of constructs). All but one of the sites produced a moderate composite rating of problem-solving effectiveness. In other words, while the qualitative measures (derived from interviews and field observations conducted over the course of 18 months) provide a positive description of problem-solving in the SACSI sites, the quantitative measure (derived from the survey responses given by work group participants at each site) is less positive. Several phenomena contribute to this seemingly contradictory finding. First, on this particular issue, problem-solving, which is likely to produce more internal frustration than other aspects of SACSI implementation, internal work group participants may be more critical of themselves than outsiders (in this case, the national assessment team, all of whom have participated in problem-solving partnerships), thus the participant observation data produces a more positive assessment of problem-solving implementation than does the survey (internal assessment) data. In addition, the participant observation research was focused more on understanding the implementation process (rather than gauging its effectiveness) while the partnership survey problem-solving questions, as noted above, focused more on gauging perceptions of effectiveness among working group participants.

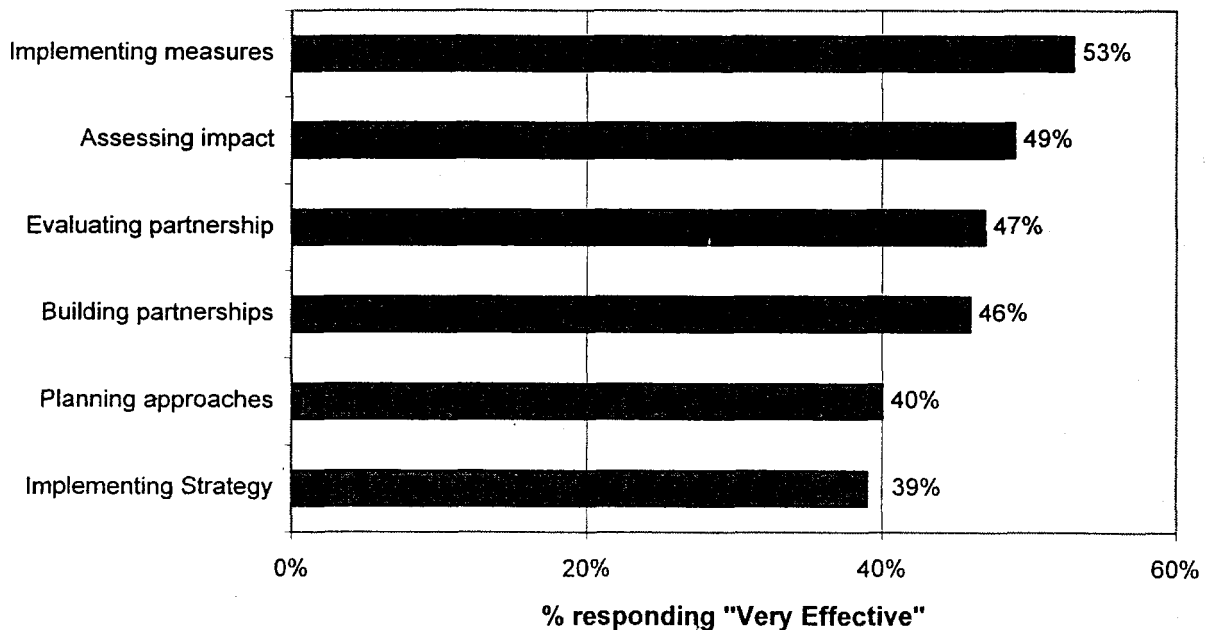
[TABLE 6 HERE]

Integration of Research into the SACSI Process

A central question for the national assessment concerns whether the SACSI research component was fully integrated into the partnership and perceived as useful by local participants. The Phase I SACSI sites exhibited variation in the extent to which working group members felt research had been effectively integrated into the group process. Overall (across the five Phase I

sites), SACSI participants (including members of the research teams) felt research contributions were most effective in the problem identification and problem definition (clarification) phases, somewhat less effective at partnership building, implementing new measures, and evaluating the partnership and processes; and least effective at developing planning approaches, and strategy implementation. Figure 4 below summarizes these findings for the overall SACSI survey sample, and shows that, for all of the SACSI sites combined, more than 50% of respondents feel the SACSI research component is ‘very effective’ for three of the eight research integration components – implementing [new] measures, defining the problem, and identifying the problem.

FIGURE 4: Effectiveness of Research Integration in the Phase I SACSI Sites
 (weighted data, number of cases ranges from 80 to 99)



When viewed as individual sites, however, we gain a different perspective. As Table 7 shows, the Wave 2 survey results indicate that the partnership teams in two of the Phase I sites

(Indianapolis and Memphis) rated the effectiveness of research information as high, based on our research integration index (65% and 60% of respondents, respectively, rating research contributions overall as ‘very effective’), the New Haven site rated this component as moderate to high (51%), Winston-Salem rated it as low to moderate, and the Portland site rated this component as low (only 25% of respondents rated research contributions overall as ‘very effective’). A review of the other, more qualitative, information in the table (plus some additional historical notes) provides some illuminating reasons why such variation occurred.

For example, the Winston-Salem SACSI working group did not have a research partner for almost a full year, in between the problem definition and development of internal feedback loop stages. While the working group took several steps to address the gap in researcher contributions to the SACSI process (e.g., collecting rudimentary data, requesting assistance from DOJ and other SACSI researchers), it did not have the support of a funded research team for a significant period of time, which helps explain the site’s ‘low to moderate’ ranking for ‘effectiveness’ or usefulness of the research. Note also that several aspects of research integration in Winston-Salem – problem analysis, data sharing, utilization of street-level information – worked well, in spite of the gap in research contributions. Portland, which scored the lowest on the research effectiveness scale (25%), suffered a difficult start to the SACSI research component. The research team was not in place until well after the initiation of SACSI activities (due to funding delays), which seemed to influence the working group’s view of research usefulness throughout the assessment. The remaining three sites – Indianapolis, Memphis, and New Haven – scored in the ‘moderate to high’ or ‘high’ category regarding the effectiveness or usefulness of research information. In each of these cases, the research team became involved earlier on in the working group’s activities. Thus, the research team was able

Table 7
Summary of Research Integration for the Phase 1 SACSI Sites

	Research methods & strategies for problem analysis¹	Data sharing²	Utilization of 'ground' level information³	Research contributions to strategic planning⁴	Other aspects of information utilization⁵	Effectiveness of research information from survey⁶
Indianapolis	<ul style="list-style-type: none"> • Trend and geo analyses of police and UCR data • ADAM additions to assess SACSI deterrence theory • Interviews with high-risk probationers • Tracking of three different groups of offenders 	<ul style="list-style-type: none"> • Research partner is fully trusted and given unlimited access to data • Information is freely shared within criminal justice agencies 	<ul style="list-style-type: none"> • Good – regular homicide reviews are considered critical 	<ul style="list-style-type: none"> • Very significant – Key to planning and modifying plans both before and during project 	<ul style="list-style-type: none"> • Researchers have been key players in planning, project leadership, feedback, and documentation 	64% (High)
Memphis	<ul style="list-style-type: none"> • Trend analysis of police and UCR data • Analysis of sexual assault case processing • Geographic hot spot analysis 	<ul style="list-style-type: none"> • Good data sharing relationship between police department and research partners • Partnership promoted development of crime data center in Memphis 	<ul style="list-style-type: none"> • Low to moderate • Mostly from relationship with sexual assault resource center 	<ul style="list-style-type: none"> • Significant – developed typology of sexual assault, helped identify focus to prevention efforts • Feedback loops not productive during implementation 	<ul style="list-style-type: none"> • Research team active in data development and analysis efforts throughout project • Significant data resource development as a result of the project 	60% (High)
New Haven	<ul style="list-style-type: none"> • Analysis of police, UCR, and other gun incident data • Mapping and geographic analysis • Case/incident reviews • Phone surveys and focus groups regarding perceptions of fear 	<ul style="list-style-type: none"> • Good data sharing among core criminal justice group and researcher; personal and organizational issues overcome • Research partner trusted to gather and disseminate sensitive data; maintained key communication function 	<ul style="list-style-type: none"> • Good – cross-rank, cross-division, cross-agency case/incident review meetings institutionalized within core group • Low - involvement with non-criminal justice agencies or individuals (aside from researcher) 	<ul style="list-style-type: none"> • Unclear – breadth of reported fear stimulated discussion among core group but did not result in implementation of any specific strategy • Core criminal justice group maintained tight, closed feedback loop 	<ul style="list-style-type: none"> • Police Department expanded data analysis and production capacity for long-term institutionalization 	51% (Moderate to High)

Portland	<ul style="list-style-type: none"> • Trend analysis of UCR, school, ADAM, and homicide data • Serious offender analysis • Adult and juvenile surveys regarding firearms, alcohol, drugs, and crime • Evaluation of Project Re-Entry • Assessment of African-American parole program 	<ul style="list-style-type: none"> • Good data sharing throughout large group • Information freely shared among working groups 	<ul style="list-style-type: none"> • Good – criminal justice and social service street level information was regularly used by planning groups 	<ul style="list-style-type: none"> • Moderate – research helped guide early strategies and integrated information from other efforts • Feedback helped refine specific interventions 	<ul style="list-style-type: none"> • Researchers worked on non-SACSI issues (e.g., minority over-representation in the criminal justice system) important to the core group 	25% (Low)
Winston-Salem	<ul style="list-style-type: none"> • Trend analysis of police, UCR, and school data • Geographic hot spot analysis • Focus groups with 10 stakeholder groups • Interviews with stakeholders and youth 	<ul style="list-style-type: none"> • Data sharing occurred between police and core group; data 'turf' issues overcome • Data sharing occurred in service sector as well (for coordinated case management) 	<ul style="list-style-type: none"> • Very good – prevention aspects; street workers contributed significant information at meetings • Moderate – street-level police information 	<ul style="list-style-type: none"> • Gradual – occurred little in early stages of project; improved in latter stages as new research team joined project • Feedback loops and logic models developed in latter stages 	<ul style="list-style-type: none"> • Youth information system improved as a result of the project 	37% (Low to Moderate)

¹ How research and analysis were used to develop and / or refine (or prioritize) problems to be addressed by SACSI.

² Extent to which core partnership agencies shared information, developed formal data sharing agreements; benefits derived from data sharing; conversely, obstacles encountered to data sharing.

³ Extent to which efforts were made to obtain information from the ground level, from line-level officers, service providers, and others about SACSI identified individuals and areas, and on the implementation and effectiveness of SACSI initiatives.

⁴ How research and analysis were used to inform the development of responses to the problem(s) and problem areas, and as feedback on SACSI implementation.

⁵ Other aspects of data gathering, intelligence gathering, research analysis, development of local data resources as a result of SACSI.

⁶ Developed from Wave 2 Survey data; indicates average percentage of respondents rating local researcher as “very effective” in producing useful information for 8 categories.

to establish itself as a key contributor and was able to maintain its involvement throughout the process. Note that in two cases – Indianapolis and Memphis – the senior researchers from local universities led the research teams. These were individuals who had dedicated much of their careers, prior to SACSI, to providing service to local criminal justice and social service agencies. They were known and respected locally, which helped facilitate their leadership roles in the local SACSI partnerships.

[TABLE 7 HERE]

It is important to note, qualitatively, that regardless of the perceived effectiveness or utilization of research information in the SACSI project, the research teams made significant contributions in ways not reflected by the survey results, in some cases in unanticipated (or serendipitous) ways. Often research team members attained leadership status in the working groups, in as a result of this made numerous contributions to the on-going management, facilitation, and productivity of the working group. In addition to bringing data to bear on the target problems, researchers often brought a theoretical or comparative perspective to key deliberations about interventions and anticipated (realistic) impacts, based on their knowledge of the literature and their experiences in other jurisdictions. For these and other reasons (e.g., credibility of the researcher due to longstanding involvement in local policy research, good leadership skills on researchers' parts), in some cases (or at different times during the SACSI implementation process) the research team made significant contributions to the overall SACSI endeavor, above and beyond research and data-specific contributions.

Drawing on field observations and survey data, the national assessment team identified the following factors as critical for promoting and sustaining the integration and utilization of research (and, by extension, the local research team) in the Phase I SACSI sites:

- Involvement of the research team in early problem definition and assessment work,
- Good data sharing across working group participants,¹⁶
- Continued involvement of the research team in the SACSI process; though the intensity of involvement may vary over time (for example, research integration is essential to the problem analysis and feedback stages, but not as critical at the implementation stage),
- Street-level information, which may or may not emanate from the research team, *per se*, provides important data for qualitative assessments of project implementation and impact, and
- When researchers and practitioners find ways to collaborate and accommodate, while not sacrificing the demands of their respective professions, integration of research into the SACSI process improves (e.g., learning to balance the practitioner's need for quick results with the researcher's need for credible information).

When research integration in the partnership has been achieved, the synergistic and unexpected effects can be substantial. The national assessment documented several examples of “add-on” benefits to local communities:

¹⁶ This does not suggest that extensive sharing of sensitive and confidential case-specific data must take place in order for research to be effective in a SACSI partnership. It is more suggestive of the fact that when a group can work out data sharing agreements (even if at a general level) it is likely to be in a better position to make good use of the data – it is a collaboration indicator with specific impact on utilization of data.

- In Memphis, the police department and the university experienced significant enhancements in information resources or information systems as a result of involvement in SACSI, and a new Center for Community Criminology was established at the University of Memphis.
- In Winston-Salem, SACSI evolved into a university-based center for community safety, in spite of the absence of a research partner for an extended period. In addition, a local youth-oriented case information system received a much-needed boost in resources and improvements.

Adherence to the SACSI Model

Figure 1 at the beginning of this report outlines the steps that comprise the SACSI program model. Our analysis to this point addressed the extent to which the Phase I SACSI sites implemented particular aspects of the SACSI process model – collaboration, problem-solving, and the integration of research. In this section, we assess how, as a group, the five Phase I sites conform to or deviate from the model (all seven steps), and why?

1. **Identify and develop resources within the U.S. Attorney's Office (and other agencies) to coordinate SACSI.** All five sites achieved this initial step, and did it with competence and aplomb. The project coordinator, U.S. Attorney, and/or Assistant U.S. Attorney provided strong, effective leadership in every site. Federal funds to support full-time project coordinators certainly helped this step become a reality, but each U.S. Attorney's office also contributed a substantial amount of additional in-kind staff support. Other agencies were also heavily involved in project coordination and leadership, notably

the research partners in Indianapolis and Memphis, and local law enforcement officials in working groups in all sites.

2. **Convene multi-agency, multi-disciplinary core groups including law enforcement and criminal justice system representatives, local government officials, service and community-based organizations.** All five sites developed powerful core groups that were always multi-agency but less frequently multi-disciplinary. Criminal justice and government representatives from local to federal levels dominated the core groups, particularly in Indianapolis, Memphis, and New Haven. Portland, with its long local history of collaborative relationships, embrace of citizen involvement in government, and SACSI emphasis on services and rehabilitation, had a large and diverse core group of criminal justice and community partners. Winston-Salem's core group included traditional criminal justice representatives and strong partners from a community-based umbrella organization involved in youth development and crime prevention, county schools, and the faith community.

3. **Collect information and "knowledge" from agencies and partnership members to identify chronic crime problems, offender groups, and geographic "hot spots."** Each of the five Phase I sites relied on both conventional and novel sources of information and knowledge for identifying the target problems as stated and for assessing the dynamics and outcomes of the SACSI intervention strategies. Certainly each site started with a traditional review of existing crime and incident data, often involving trend analyses and detailed study of suspect and victim characteristics. The sites also developed a variety of

innovative information sources and data collection efforts, including supplemental ADAM interviews with arrestees, in-person interviews and surveys with targeted offenders, homicide and incident reviews, and focus groups with stakeholders. As in Boston, several sites took deliberate steps to capture needed street-level knowledge from gang outreach workers, probation officers, youth workers, and the like.

Research partners in each site had a hand in developing and collecting the information used by core and working groups. The integration of researchers into these groups as true partners varied from site to site. At one end was Indianapolis Memphis, where the lead researcher had a significant role in developing the core group and initial strategies pre-SACSI and served in a leadership position throughout the project. At the other end lay Portland and Winston-Salem, where the research effort was delayed and interrupted, respectively, and researchers played primarily support and information-provision roles.

4. **Select a target problem for the SACSI initiative, conduct further research and investigation.** Without exception, each site selected a target problem for the SACSI initiative and without exception, each site did this as Step #1, not Step #4. Due primarily to the pre-existing partnerships and the overwhelmingly clear knowledge that the target problem was a major issue for public safety due to sky-rocketing violent crime and murder rates, intense media coverage, and community pressure, each site had begun the development of multi-agency responses to the target problem at the time the SACSI project was announced. The SACSI initiative did confirm the choice of target problem,

and certainly enabled the sites to delve more deeply into the underlying dynamics of target problems.

5. **Develop a strategic plan and organizational structure to continue with research and planning, focusing on suppression, intervention, and prevention.** The SACSI Phase 1 sites exhibited fairly strong strategic planning, particularly at mid to late stages in the project period after initial needed and obvious strategies were launched. Two sites, Indianapolis and Portland, developed formal Strategic Plans (other sites developed planning documents of various kinds) -- Indianapolis early in its history; Portland late in its history, in part to counter local tendencies to mimic the Boston Ceasefire model. All five sites created an organizational structure of a policy-making core group and one or more specialized working groups charged with planning and carrying out daily activities according to overall policy decisions. As with the Weed and Seed program, aside from the tendency for partners to be "meeting-ed out," this structure was effective for planning and implementation.

6. **Design and implement key SACSI activities (e.g., offender notification, marketing an anti-crime message, community outreach, multi-agency violent incident reviews, case reviews, new service development, public education campaigns).** Each site developed and implemented multiple SACSI activities -- some of them directed at prevention and rehabilitation, but most of them directed at enforcement and suppression. Without non-law enforcement partners at the table, several sites concentrated on tried-and-true short-term enforcement-related strategies such as saturation patrols, sweeps, gun

searches and seizures, warrant service, enhanced prosecution, and home visits.

Community-based services and education were, however, hallmarks of the SACSI projects in Portland, Memphis, and Winston-Salem.

The apparent success of Boston's Ceasefire project, its promotion by federal partners, and the heavy technical assistance brought to bear on the five sites by Boston-based practitioners resulted in an over-emphasis on the Ceasefire *strategy* rather than its *process*. Homicide and violent crime, particularly youth-related (as in Boston), were the central targets. Most sites implemented significant pieces of the Boston approach -- offender notification meetings offering the "carrot-and-stick" message, a focus on illegal firearms, etc. -- with little thought as to whether and how it would work in their community. Indianapolis, for example, found that its gangs were not as cohesive as Boston's, thus limiting the application of the generalized deterrence model. The concept that a community's problems would be analyzed *first*, and that innovative strategies would grow from this analysis was not tested directly. Rather, the sites began with a problem selected and a desire to replicate particular pieces of Boston's approach. Over time, the data-driven SACSI approach did lead to changes in strategies, new interventions, and further investigation.

7. **Develop internal feedback loops for ongoing assessment of implementation and short-term impacts.** For the most part, the five sites did not develop strong, routine, feedback loops, at least not early in their efforts. The Boston deterrence approach is based on the notion that promised "stick" responses will be swift and sure, but the SACSI sites had little knowledge of what criminal justice responses were applied following

violent incidents among target offenders. More information was tracked concerning the recidivism of target offenders, and, on the "carrot" side, what services they received. Crime rates were also regularly examined to look at month-to-month changes.

What makes SACSI work?

The national assessment of SACSI for the Phase I sites concentrated on three key components – partnership and collaboration, problem-solving, and the integration of research. The extent and nature of these activities has been reported here, but some basic questions remain about the relationship between these components. The SACSI model strongly suggests that if local sites can create healthy and cohesive partnerships and if research can be integrated as a useful component of these partnerships, then good, productive problem solving practices will follow. In addition, recent, and in some cases long-standing, research into criminal justice collaborations (see especially McEwen, 1999; Dunworth, 1998) suggests that these phenomena, while independent, are closely related and that this should be born out by research. This assumption underlies much of what SACSI entails and, thus, much of what the national assessment project endeavored to study.

In this section we further our analysis of SACSI, and specifically the interrelationship of these three constructs, in two ways. First, we look qualitatively at whether SACSI sites displaying good partnership and research integration qualities also exhibit good problem-solving practices. Second, we look at several statistical correlations¹⁷ between the quantitative measures to see if they correspond to our qualitative depiction, and to see if they further our understanding of the collaborative problem-solving process.

¹⁷ These are zero-order correlations.

Table 8 below examines how partnership and research integration relate to problem-solving implementation. Of the five Phase I SACSI sites, two achieved moderate partnership success and moderate problem-solving progress, one achieved high partnership success and moderate problem-solving progress, and two achieved high partnership success and high problem-solving progress. One of the sites achieved high research integration success and high problem-solving progress, one achieved moderate research integration success and moderate problem-solving progress, and two achieved high research integration and moderate problem-solving success¹⁸. Examining the SACSI sites in this manner does not produce definitive results, as moderate or high rankings on partnership and research integration seem to produce different rankings on problem-solving, with no clear pattern.

When examining the quantitative survey results, however, a different picture emerges. The survey findings indicate that the quality of the local partnership is a stronger predictor of problem solving success than is research integration. In particular, when correlations among the composite indexes are examined, we find the following: Persons who belong to partnerships which they, themselves, consider "very effective" at implementing the problem solving process are more likely to report:

- greater satisfaction with the partnership ($r=.52$),
- greater partnership cohesiveness ($r=.54$),
- the presence of non-law enforcement partners in the working group ($r=.45$),
and
- greater overall satisfaction with SACSI ($r=.55$).

¹⁸ These categorizations represent overall assessment, for each site, of qualitative and quantitative information combined.

Problem-solving effectiveness was also found to be associated with (although more moderately):

- stronger leadership ($r=.40$),
- better research integration ($r=.34$), and
- more depth of involvement among members ($r=.36$).

TABLE 8
Relationship Between Partnership, Research Integration, and Problem-Solving for the PHASE I SACSI Sites
 (note: cells indicate number of SACSI sites falling into each category)

		Satisfaction with Partnership		Research Integration	
		HIGH	MODERATE	HIGH	MODERATE
Effectiveness of Problem-Solving Implementation	HIGH	2		1	1
	MODERATE	1	2	2	1

At this juncture, we cannot state definitively that creating a cohesive and satisfying partnership matters more than other factors that define the problem-solving process, such as integration of research, quality and extent of strategic planning, or leadership. Additional analyses and supplemental data currently being collected from five new SACSI sites will help to clarify these relationships and deepen our understanding of the dynamics of public safety partnerships. While these findings are suggestive, we should refrain from drawing any final conclusions about SACSI from these first five cases, as the differences between sites regarding such variables as local community context, prior relationships, agency history, and the availability of local resources may carry as much weight as other, more readily observable, variables such as partnership cohesion, leadership, and research integration. As the national assessment research process unfolds with the second five (Phase II) SACSI sites, more will be learned about the collaborative processes underway in many of our communities.

These measurement and analysis limitations do not, however, prevent us from drawing other sorts of conclusions from the national assessment project. Based on extensive fieldwork, we have observed patterns of behavior within and between participating agencies about which we are confident. From these observations we have been able to generate some “lessons learned.” Hence, the final section of this report lays out some key learning points, distilled from our participation with the SACSI sites in an on-going series of meetings and discussions, hosted by NIJ, aimed at eliciting cross-site comparisons, similarities and divergences, and, most importantly, practices born out of real-life lessons learned in meeting rooms and on the streets.

Conclusions and Lessons Learned

The national assessment project studied the implementation of local SACSI initiatives extensively. This research has produced a better understanding of collaborative problem-solving processes, especially regarding their implementation in diverse urban areas through multi-agency work groups with a strategic, research-based orientation. Implementation of such strategic approaches is best viewed as an emergent process – a logical series of steps with multiple internal and external influences, and a process in which decisions and actions taken at early stages affect outcomes at later stages. “SACSI is a process, not a program” was a familiar mantra at the DOJ-facilitated SACSI meetings and workshops. While not a universal truth, the experiences of the SACSI sites suggests that viewing the SACSI model as a basic replication of programs observed in other jurisdictions, will dampen success. SACSI initiatives are dynamic and strongly locally driven processes that typically achieve success on several fronts. A number of factors influenced the dynamics and effectiveness of the SACSI partnerships. These are

discussed below along with considerations for the development of future partnerships of this nature:

- Every SACSI project experienced *turnover in key positions*, an inevitability in any 2-year multi-agency effort, which forces change on the partnerships and their activities.

Indianapolis, for example, experienced turnover in over half of the key leadership positions in its SACSI working group. The project coordinator's departure, coupled with leadership turnover in local government and the police department, slowed the partnership's progress, particularly the involvement of community partners. In New Haven, in contrast, a change in leadership in the USA's office early in the project was ably met by the AUSA assigned to SACSI, and little interruption in progress occurred. In several sites, personnel changes in member agencies led to changes in representatives on both core and working groups, often with little loss of institutional memory or activity. Turnover cannot be avoided, but its effects may be mitigated by the following: continuity within the core group, the involvement of agency heads with other agency representatives in the core group, leadership invested in more than a single individual, and a clearly articulated, written, strategic plan.

- *Other changes in partnerships are inevitable and require healthy adaptation.* In SACSI, structural change in working groups also takes place. Most sites experience expansion of the core group over time and the addition of focused working groups to develop, implement, and monitor specific interventions. This is a natural development of partnerships as new activities are considered and taken on -- often, without a diminution of other activities underway. As the organization matures, however, so must its management and oversight, and SACSI sites often find themselves formalizing policies and procedures that began as

informal working relationships, including such formal documents as memoranda of understanding and signed (negotiated) information sharing agreements.

- ***Breadth in working group representation***, often talked about as inclusion of non-law enforcement partners in the SACSI core groups or working groups can be a positive influence on the development of SACSI strategies. When non-traditional crime prevention partners -- typically social service agencies, clergy, community organizations, private businesses, schools, and others -- become involved, SACSI activities are more likely to emphasize prevention and intervention strategies rather than just enforcement and suppression-oriented strategies. In core groups and law enforcement-oriented working groups, law enforcement representatives sometimes advocated excluding non-law enforcement participants, as sensitive investigative and intelligence information were often discussed. In addition, the lack of community involvement in SACSI resulted from a focus on the “stick” (versus the “carrot”) approach of the deterrent model, particularly in the activities implemented early on. The Winston-Salem and Portland strategies included substantial involvement of non-law enforcement partners and benefited from their involvement by broader, more multi-faceted strategies than observed in other sites. The lessons to be learned from this are old ones. Who you invite to participate in the beginning matters at later stages (the emergent process), and it will be more difficult to include non-traditional members later, after major project decisions are made. If you only invite law enforcement and criminal justice representatives to participate, the majority of interventions are apt to be law enforcement and criminal justice system oriented.
- ***Tensions inevitably develop between partner members in the SACSI projects and can be addresses in several ways***. Typically, these tensions resulted from the different

organizational perspectives of representatives. Tension and turf battles between police and probation officers, between federal and local prosecutors, between researchers and non-researchers, and between the community and criminal justice system representatives were present in all sites at different times. Improved communication, better knowledge of each other's organizational culture, commitment to a shared vision, strong leadership, and project successes each help to alleviate, but not eliminate, this tension.

- **Leadership** provided by U.S. Attorney's Offices and the Project Coordinators counted among the most important elements of SACSI. The U.S. Attorneys and their key Assistant U.S. Attorneys lent authority, stature, and power to the effort. They were able to attract individuals and organizations with diverse representatives to the partnerships, convince them to devote resources to SACSI activities, and to remain involved in this time-consuming effort. In addition, they provided the necessary coordination function for these large and broad reaching efforts. The talented individuals in these positions kept people involved, coordinated central activities, and provided strong direction. We recommend dedication of a full-time project coordinator to SACSI, especially when the breadth of the partnerships and the interventions reach beyond several key, large, organizations and continue for several years.
- **Leadership, too, is shared when SACSI works best.** While it is important, for the sake of continuity and progress, for leadership to be centered in few individuals or offices, the SACSI partnerships recognized that the power, energy, and creativity needed to support SACSI over a long time must come from a variety of sources. Thus, leadership tends to be shared, or distributed, in the SACSI partnerships. For example, depending on the stage of the SACSI process the working group is engaged in (e.g., problem identification and definition,

or strategic planning), the research partners may play different leadership roles – playing a strong part in decision making during problem identification and a lesser role during plan development); and then the researches may increase their leadership during feedback and monitoring processes. Likewise, the social service sector, or clergy, may play greater or lesser leadership roles at different stages of the process.

- ***Capitalizing on a history of prior partnerships*** – When police and prosecutors have been involved in drug or gang task forces, diverse public safety partnerships, community-police problem-solving efforts, and other collaborative efforts, and when SACSI initiatives tap into this local culture, it appears to help jurisdictions in getting key players to the table and working together. It also saves time.
- ***Personal relationships between key partners are also helpful*** -- when they are productive! Yet there is also some evidence that prior partnerships may inhibit “working outside the box” and really listening to and then applying the research results. Several sites followed the Boston Ceasefire model without thorough consideration of other tactics, and the emphasis on targeting specific high crime areas and individuals appeared to lead to a tendency to apply traditional interventions (e.g., sweeps, gun tracing, buy-busts, hotspot enforcement, etc.) to these traditional problems. As with other elements of SACSI, the key is finding a balance between what is traditional and what is new, tried and true methods versus experimentation. Attaining balance is aided by a clear articulation of SACSI’s data-driven approach, technical assistance to the core group early on, and the development of strategic plans.
- Strong research participation appeared to be positively influenced by ***prior relationships between the research team and the law enforcement/criminal justice representatives***, mutual trust, an understanding by the practitioners of the research culture and pace, an

understanding by the researcher of the need for fast and atypical information, and the speed and usability of information produced. In the future, both parties would benefit from a clear understanding of each other's expectations, working styles, and skills. Practitioners recruiting researchers should look for researchers with expertise in criminal justice research methods, substantive knowledge of the myriad issues and interventions tackled by the SACSI projects, a solid understanding of the SACSI model, the time to work on the SACSI project when the practitioners need research help the most, experience in accessing and interpreting both traditional and non-traditional criminal justice data, and non-combative personalities that enable them to get along with diverse groups and individuals. The team will benefit if researchers contribute more than methodological and collaborative skills. Expert knowledge of relevant criminological theory, research, and "best practices" in crime control and prevention are very important to help the partnership avoid "reinventing the wheel."

- ***Coordinated community outreach and education*** represent key SACSI elements that increase the likelihood of success and long-term viability. While the need for community participation in working groups has been touched on, this point refers to community outreach and education as planned, coordinated activities. In several SACSI sites, after particular offenses, offenders, and neighborhoods had been selected as the focus of SACSI, working group representatives implemented coordinated efforts to educate several different constituencies (e.g., local government officials, the clergy, homeowners and parents, the press, and other criminal justice practitioners) about the SACSI plans and key initiatives. In a more focused approach, several sites developed coordinated evening visits to the neighborhoods and homes of SACSI at risk offenders to deliver the 'stop the violence' and 'we want to help you' messages directly, while at the same time, learning more about the at

risk individuals, having a public presence, and communicating other important messages about SACSI.

- ***Street-level information is an invaluable resource.*** In several SACSI sites the working groups incorporated street workers into their outreach efforts. Typically, this entails employing community organizers, community development specialists, or outreach workers involved in neighborhoods where high risk individuals live in on-going SACSI efforts – outreach to community members, at risk individuals, and their families, community education, offender meetings and notification sessions, violent incident review sessions, and even in on-going investigations. When such efforts are undertaken, two key benefits result: First, a different, grounded, and valuable perspective (that of the street workers) is added to the SACSI deliberations, and second, more information becomes available for planning, monitoring, and local assessment purposes.

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Constructs Developed from the SACSI Partnership Survey (Wave 2)

Construct	Survey Items
Partnership Cohesion	<ul style="list-style-type: none"> • I am satisfied with the partnership. • I feel involved with the partnership. • In spite of individual differences, a feeling of unity exists in this partnership. • I want to remain a member of this group
Partnership Satisfaction	<ul style="list-style-type: none"> • Compared to the groups I know, I feel this partnership is more effective than most. • I care about what happens in this partnership. • The SACSI approach was critical to the formation of our partnership. • The SACSI partnership should remain in place to work on other problems.
Leadership Problems	<p>How much have the following events and conditions <u>hindered</u> the SACSI Partnership?</p> <ul style="list-style-type: none"> • Leadership problems • Turf conflicts • Lack of productivity within the group • Insufficient funding • Disagreement over goals of the project • Lack of clear action plan • Lack of commitment from some members • Red tape at Federal level • Group cooperation • Insufficient personnel and other resources
Partnership Breadth	<p>To what extent has each of the following individuals/groups been involved in the <u>management and implementation</u> of the SACSI partnership?</p> <ul style="list-style-type: none"> • U.S. Attorney • SACSI Project Coordinator • Justice Department liaison • David Kennedy • Local researcher(s) • Local law enforcement • Local District Attorney's Office • Local probation/parole officials • Local city officials • Local social service affiliates • Local non-profit organizations • Yourself
Problem-Solving Effectiveness	<p>Think about what the local SACSI strategy has done to date. Please indicate how effective your SACSI has been in the areas listed below.</p> <ul style="list-style-type: none"> • Fostering cooperation among organizations in the partnership • Generating 'buy-in' from the social service, faith, and private sectors • Planning new approaches or new ways of doing business • Implementing new approaches • Reducing the target problem • Generating additional funding beyond the grant
Research Effectiveness	<p>Please indicate how effective the local researcher(s) has been in producing information that is useful for . . .</p> <ul style="list-style-type: none"> • Identifying the target problem • Defining the target problem • Planning new approaches • Building partnerships • Implementing the strategy • Developing and implementing evaluative measures • Evaluating the process/partnerships • Assessing impact