

Using Intelligence-Led and Predictive Policing for Lever Pulling with Prolific Violent Offenders

Prepared for the Bureau of Justice Assistance and the Peoria Police Department

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Executive Summary

In 2020, the City of Peoria, Illinois Police Department (PPD) received \$516,123 from the Bureau of Justice Assistance (BJA) Smart Policing Initiative (SPI). The awarded funds were used to reduce the city's rising violent crime rates. In an effort to address and alleviate these elevated levels, the PPD implemented intelligence-led and predictive policing strategies via a data-sharing initiative and a focused deterrence approach.

The Data Sharing Initiative (DSI) was established with the goal of quicker police response, timely dissemination of actionable intelligence, implementation of policing strategies based on trends and patterns, and the integration of technology. To enhance this program, current technology was upgraded, along with the acquisition of computer workstations and mobile data terminals (MDTs). Additionally, upgrades were made to existing internet and closed-circuit television (CCTV) technology along with the purchase of SoundThinking and CaseBuilder software.

Concurrently, the PPD also implemented a focused deterrence approach. An analysis of violent crime data, arrests, and hotspot data indicated that a small, prolific group of offenders was responsible for a disproportionate amount of crime in Peoria. As a result, the PPD's Focused Deterrence Program (FDP) in collaboration with the Integrated Referral and Intake System (IRIS), a community service referral program, was established. This partnership was a key component in providing offenders with social services and resources to dissuade potential future criminal behavior.

FDP and the DSI results provided insights into the impacts of PPD's initiatives on the overall goal of violent crime reduction. Data measures of the DSI assessment provided information on the efficiency, usability, and relevancy of the information software systems.

These metrics measure officers' satisfaction and experience with using SoundThinking and CaseBuilder in their day-to-day operations. Additionally, impact measures of the FDP addressed offender recidivism rates in conjunction with the acceptance and rejection of offered social service assistance.

The project and evaluation were limited in several ways, including early onset delays due to COVID-19. Additionally, the research partner was contracted for the project in 2021, a year after the grant had been awarded to the PPD, creating an initial hurdle of familiarization for the project and the PPD's goal attainment strategy. Data collection was further delayed by a necessary change in the software package to be used for the DSI. The procurement, implementation, and training for this software resulted in a significant delay in the onset of data collection. Personnel shortages and unforeseen commitments of PPD personnel further created impediments throughout the project. While a 1-year project extension from October 31, 2023, to October 31, 2024, was requested through CNA and granted by BJA, the project was still hampered. This had a cascade effect in all other project areas. Consequently, results should be considered with these limitations in mind.

Despite project expectations, results failed to address the PPD's objectives. Analysis of the FDP found that no prolific violent offenders (PVOs) accepted resources or assistance. Recidivism rates in violent crimes amongst the selected individuals were notably low. Rather, the majority of PVO arrests were for traffic violations and warrants. Concurrently, DSI pre-implementation results indicated that officers were not satisfied with their previous record management system (RMS) and despite collaborative efforts to address impediments, the vendor lacked the ability to implement software updates to the RMS. The utilization of the system was sporadic in meeting their operational demands. However, there was no officer

evaluation of the DSI post-implementation due to the lack of software training and the limitations mentioned above. As a result of the missing data, post-implementation evaluation was unfeasible.

Ultimately, the results of the project signify the need for further insight into offenders' reluctance to receive social services along with its impact on violent crime. In addition, ongoing analysis of the acquired software's ability to provide actionable intelligence needs to be considered.

Introduction

The City of Peoria is located in central Illinois and has a population of 113,150 as of 2023 (United States Census Bureau). Compared to similar-sized cities in Illinois, the number of violent crime reports is considerably higher, specifically in the case of assault and murder (Figure A2). National rates of violent crime offenses have shown a decrease from 394.9 to 380.8 cases per 100,000 people between 2017 and 2019, followed by a sudden increase to 398.5 in 2020. An immediate decline occurred from 2020 to 2022 with decreasing rates of violent crime offenses by 4.4 percent (Figure A1) (Federal Bureau of Investigation, 2023). Peoria showed diminishing violent crime reports from 2019-2022, however, a dramatic increase of 15,076 total crime reports occurred in 2023 (Figure A1). Additionally, the PPD reported a 13.58 percent increase in ‘Group A’ Offenses (crimes against persons, property, and society), noted in their Annual Report for 2023 (Peoria Police Department, 2023).

Figure A1

Peoria, IL Total Crime Reports and National Violent Crime Rates

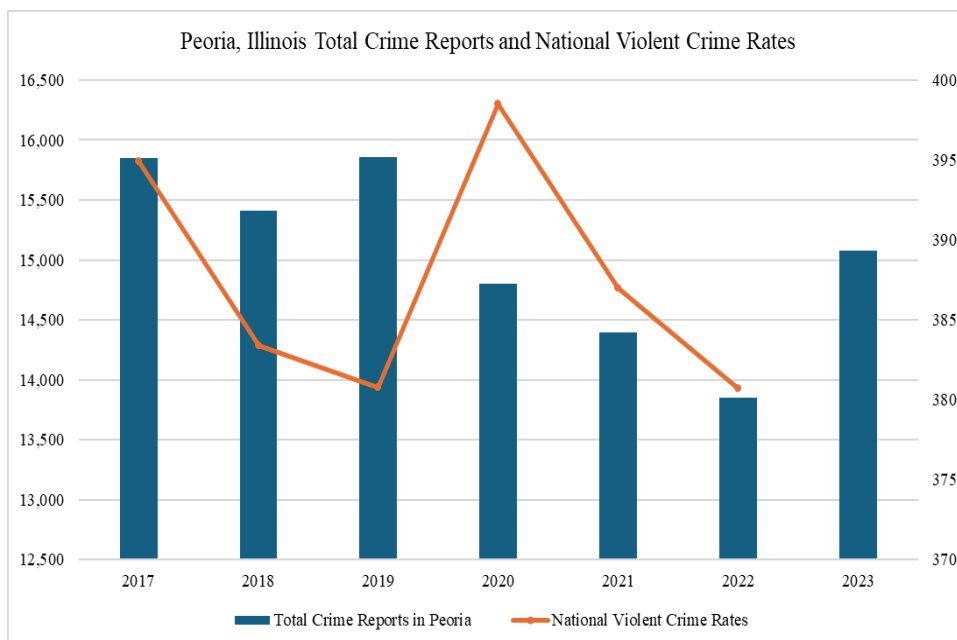
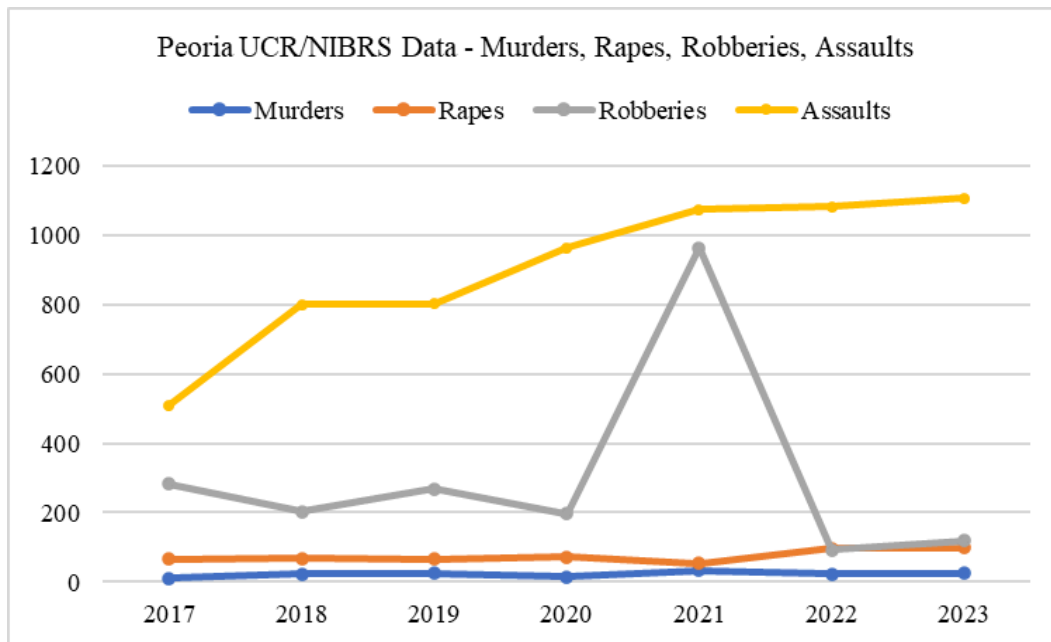


Figure A2*Peoria UCR/NIBRS Data Murders, Rapes, Robberies, Assaults***Table A1***Peoria UCR/NIBRS Crime Statistics*

	2017	2018	2019	2020	2021	2022	2023
Murders	11	22	25	14	33	24	25
Rapes	65	68	65	72	54	97	99
Robberies	283	202	268	196	963	93	120
Assaults	509	800	802	963	1075	1082	1107
Burglaries	1134	908	758	652	569	715	855
Thefts	2270	2444	2959	2567	1910	2301	2431
Auto Theft	349	431	443	430	576	636	1150
Arson	44	50	41	75	67	62	69

Figure A2 displays Peoria, Illinois's violent crime data. Years 2017-2022 follow the UCR categorization of violent crime while years 2022-2023 are defined per the NIBRS categorization of Crimes Against Person (Murder, Aggravated Assault, Rape, and

Robbery). Table A1 shows the breakdown of total crime reports over a 7-year period. Peoria has experienced a significant and continuous rise in Assaults after 2017 with a peak of 1,082 cases in 2022. Robberies experienced a sharp increase in 2021 with 963 cases reported. Rape cases showed a minimal decline in 2021; however, rates rose between 2022-2023. Murders similarly had an increase in 2021 with 33 cases reported.

Table A2

Arrest Data for Prolific Violent Offenders

Violent Crime Arrests	2015	2016	2017	2018	2019	2020	2021	2022	2023
Total Arrests	1402	1137	953	850	807	642	780	642	894
Total Violent Crime Arrests	281	282	303	306	372	320	402	300	287
Violent Crime Arrests to Total Arrests	20%	25%	32%	36%	46%	50%	52%	47%	32%
Prolific Offender Arrests within the Year	44	42	15	36	30	29	31	20	40
% of Prolific Violent Offender Arrests	16%	15%	5%	12%	8%	9%	8%	7%	14%

Data Source: PPD Crime Analyst Reports and Arrest Data

On average, over 10 percent of violent crime in Peoria can be attributed to repeat offenders. Local violent crime arrest data corroborates this deduction and is consistent with existing literature that supports this contention (Wolfgang et al., 1987). As shown in Table A2, repeat offenders accounted for 5 to 16 percent of violent crime arrests over a 9-year period. 2023 reported a noticeable increase in repeat offenders who were responsible for 14 percent of all total violent crime arrests. For this project, prolific violent offenders (PVOs) were identified using a scoring matrix based on one developed by the Toledo Police Department (Johnson et al., 2018). PVOs are defined as individuals who have been arrested two or more times in the last 5 years for

the offenses of homicide, rape, assault, battery, or robbery. Furthermore, these individuals must live in one of the four Strategic Enforcement Zones (Appendix B).

Prior to this research project, the PPD utilized SoundThinking (formerly ShotSpotter), an acoustic gunshot detection system. Throughout the project, PPD expanded the coverage area and acquired supporting technological upgrades. The software, CaseBuilder, was also acquired and serves as an investigation management system responsible for correlating gunshot data to assist in the detection and apprehension of PVOs.

To extend the social services aspect of their focused deterrence strategy, the PPD created a partnership with IRIS, a community referral system, and other local agencies to provide the needed type of social services specifically aimed to assist offenders in desisting from crime. The services offered included employment, housing, educational assistance, substance misuse counseling, and mental health services (The University of Kansas, n.d.) (Appendix C). Referrals can be tracked through IRIS to see if the PVO and/or family accepted services and which services in particular were correlated to reduced crime (Chalfin and McCrary, 2017). In a qualitative research project on service providers' perceptions of focused deterrence programs, Schnobrich-Davis and Gardner (2018) describe this partnership as being fluid and idea-exchanging, with full comprehension of program elements and embraced by all partners. Consistent with what researchers have done with similar platforms, the Peoria research team and the PPD liaison officer, Aaron Watkins, participated in a formal, half-day training session via Zoom to allow full comprehension of the capabilities and limitations of the IRIS platform as it related to the project. The session

introduced the inner workings of the IRIS system and database along with the referral and tracking process.

To strengthen the transparency, legitimacy, and trust between the PPD and the community it serves, the PPD maintains strong ties with State and Federal Law Enforcement Agencies including the ATF (Alcohol Tobacco, Firearms, and Explosives), the US Marshall's Office, the DEA (Drug Enforcement Administration), and the US Attorney's Office – Central Illinois District. Personnel from the DEA, ATF, and the US Marshals Office are on the PPD's Task Force Officers (TFOs). There is also an ATF Special Agent working directly with the PPD's Special Investigations Division (SID).

Due to the personnel shortages and unforeseen commitments of the PPD officers and its crime analyst Moushon, the research team and PPD created preplanned and alternative methods for communications across several platforms to ensure access to data and to counteract these project limitations. This myriad of communications accelerated the dissemination of data, diffused misunderstandings, and enabled the researcher insight into the department's internal processes. In an effort to provide further comprehension of the PPD's daily operations, the researchers were exposed to ride-alongs with the PPD. The research team attended presentations with PPD officers and staff on ShotSpotter and CaseBuilder (SoundThinking and ShotSpotter Investigate) to develop familiarity with the software and gain insight into how the systems operated. Throughout the project, both PPD and the research team met with subject experts from the CNA's Center for Justice Research and Innovation as part of the BJA grant. Dr. Scott Decker provided invaluable assistance in the design of the project, while subject experts, Heather Perez and Amada Bond, offered their insights and guidance throughout the project with bi-monthly Zoom meetings. On

February 24, 2023, Ms. Perez conducted a site visit and met with Crime Analyst, Jacob Moushon, and Grants Coordinator, Jennie Urquiza-Whitiker. Ms. Perez positively acknowledged the efforts taken by the PPD to overcome various challenges that appeared over the duration of the project and offered further salient insight.

Literature Review

Research on the implementation and effects of acoustic gunshot detection systems, such as ShotSpotter / SoundThinking, indicates limited success in increasing arrest rates, reducing crime rates, or affecting the number of confirmed shootings. (Ratcliffe et al., 2019; Doucette et al., 2021; Connealy et al., 2024). Some benefits of this type of policing technology may include a slight reduction in response times and increased gun recoveries (Mazerolle et al., 1998; Connealy et al., 2024). Furthermore, research indicates that officer workloads have significantly increased (Mares et al., 2021; Mazerolle et al., 1998). A recent comptroller's report highlights the technology falsely reporting gun-shot fire 87 percent of the time within the 5 boroughs of New York and arguing for more research prior to contract renewals (DeAngelis, 2024). Conversely, during a city of Peoria council meeting, the PPD reported that 90 percent of ShotSpotter alerts were legitimate (J. Moushon, personal communication, April, 2023). This was evidenced via witness statements confirming having heard gunshots, weapons and evidence recovered, and NIBIN reports.

Nevertheless, other police departments have completely divested themselves of gunshot technology (GST) citing myriad reasons including insufficient reliability and efficacy (Nelson, 2024). Max (2023) argues for more investigation into the effectiveness of

this technology while highlighting the disparate racial impact and its unreliability in areas dense with buildings and impulsive noises.

Focused deterrence is a specifically designed multi-agency crime-reduction policing strategy that systematically identifies and targets prolific criminal offenders with the aim of adjusting their anti-social behavior through myriad criminal justice and social service ‘pulling levers’ responses (Braga & Weisburd, 2015). Typically, a small number of offenders complete a disproportionate amount of the crime within communities (Moore, 1984; Corsaro, 2018; Papachristos, Wilderman, & Roberto, 2015).

An integral part of the focused deterrence strategy is to ensure a direct message highlighting ‘no tolerance’ for criminal behavior and an invitation to accept social services is conveyed to a specific group of offenders (Decker, 2013; McGarrell, 2006; Circo et al., 2019; Zicari, 2021) and aims to strengthen public perceptions of police legitimacy and the perceived fairness of the law (Papachristos et al, 2013). The social services component is embedded within and is a key part of this overall message. It facilitates support for police legitimacy as various members of the community are involved in the creation, delivery, and effective implementation of the strategy (Decker, 2013; Braga 2015; Bureau of Justice Assistance National Training and Technical Assistance Center, 2020). Current focused deterrence strategies can be informed by the collection and analysis of social services data (Schnobrich-Davis & Gardner, 2018).

Ideally, the message is delivered in person via a ‘lever pulling’ meeting, also referred to as call-ins, forums, and offender notification meetings (Scott, 2017) that is attended by invited or mandated prolific offender attendees (Circo et al., 2019; Braga et al., 2014). The meetings are designed to strengthen perceptions of legitimacy and the perceived fairness of the law (Papachristos et al, 2013), and to “enhance the offenders’ perceptions of the certainty, severity,

and swiftness of sanctions - particularly for violent crime” (Circo, 2020, p.1632; Engel et al., 2008) inclusive of calculating the benefits and consequences of their future actions (Braga, 2015). Alternative to the ‘in-person’ message delivery, other methods include personal delivery, mailed, or written correspondence (Johnson et al., 2018) as well as the call-in meeting being led by social service professionals (Chermak, 2008). Yet, there is a dearth of social services research and its impact on offender desistance utilizing the focused deterrence framework (Schnobrich-Davis & Gardner, 2018; Zicari, 2021). Often it is difficult to disentangle the two (focused enforcement and provision of services) and distinguish the impacting component on crime if not designed to capture that social services data (Zicari, 2021). This problem is often referred to as the ‘black box’ (Trinkner, 2019). In collaboration with law enforcement, social service providers can provide insight into criminal behavior via data not traditionally collected by law enforcement (Ginsberg, 2020).

An evaluation of Cincinnati’s Initiative to Reduce Violence, Engel et al. (2013) references the issues with the implementation of the social services component and its actual impact on crime. In view of the limited research in this area, it is readily apparent that the social worker is intrinsically interwoven within the focused deterrence framework as this is needed to provide and assess what services are provided, and the extent of access to those services and by whom, etc. (Schnobrich-Davis & Garner, 2018.)

In fact, the collaboration between the two describes “the degrees of success of various kinds of service programs and analyses of the costs of varying approaches to criminal justice” (Ginsberg, 2020, p.147). As such, service providers are a key component of the focused deterrence initiatives as these approaches serve to positively alter offender behavior

(Schnobrich-Davis & Gardner, 2018) and serve to further legitimize the police through a procedurally just approach (Zicari, 2021).

Methodological Approach

The mere acquisition of technology falls short of addressing how to effectively use it within policing (Engel et al., 2022). Previous research addresses the inconsistencies of technologies such as SoundThinking and CaseBuilder in their abilities to significantly impact crime rates. Other research suggests dissatisfaction among users due to cumbersome program design. Despite these conflicting reports, the implementation of these programs is an improvement on the previous record management systems in place as they provided the PPD with a more advanced method for detecting and tracking gun crime.

In addition, focused deterrence programs aim to influence the behaviors of specifically targeted individuals through developed interventions used by the community, law enforcement, and social services (Braga et al., 2019). Cross-sector collaboration between community agencies, social service facilities, and the police force is regarded as an integral factor in successfully providing services, gaining insight into PVOs' behavior, and legitimizing the police force and citizens' perceptions of law impartiality.

Data

The Peoria Police Department's goals for this project were to (1) implement intelligence-led policing strategies through the acquisition of hardware and software technology, and (2) reduce violent crime rates of PVOs using a focused deterrent approach to facilitate the reduction of criminogenic risk factors experienced by PVOs. The purpose

of this evaluation was to determine (1) the effectiveness of SoundThinking along with CaseBuilder, and (2) the effects of utilizing a focused deterrence approach on PVOs and recidivism.

Focused Deterrence

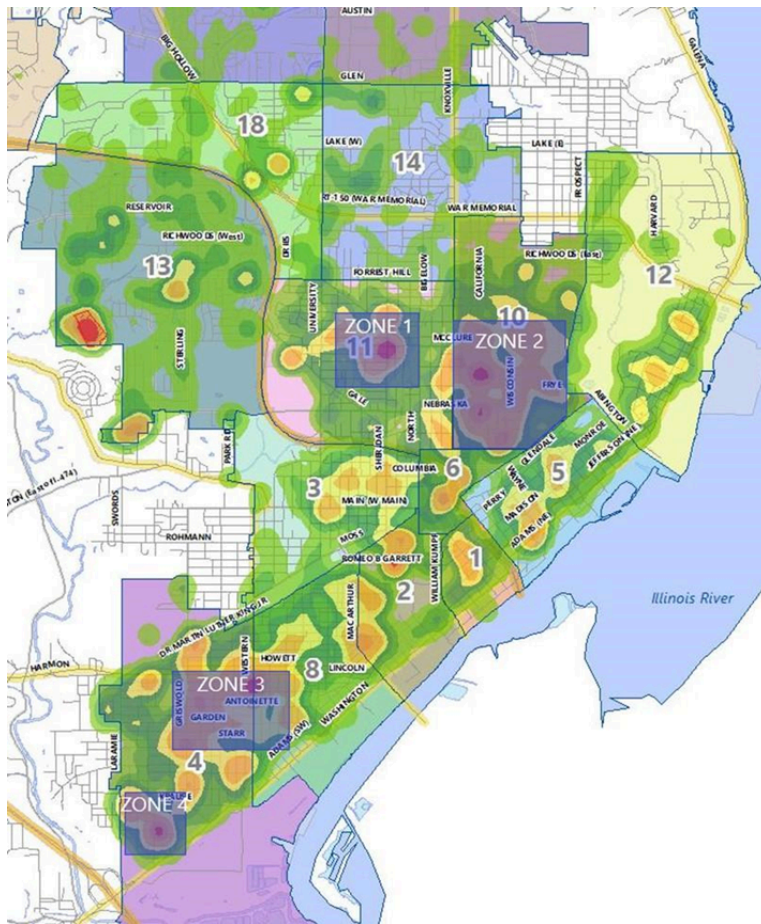
Data on the identification and monitoring of PVOs was collected and recorded by the PPD's crime analyst, Jacob Moushon. Following an established bi-weekly schedule, the accumulated data was shared with the research partner overseeing the tracking process. This collaboration transpired over the entirety of the project via in-person meetings, video conferences, and online communications.

Using an empirically and scientifically tested assessment tool created by the Toledo Police Department, the Prolific and Priority Offender (PPO) scoring matrix, the PPD identified the highest-scoring PVO candidates for the project. Prior research about the predictive scoring system indicated that individuals with higher scores had a greater likelihood of committing a new PPO offense within the near future, compared to those with a lower score. PVOs were defined as those individuals who have been arrested two or more times in the last 5 years for the offenses of homicide, rape, assault, battery, or robbery. All individuals arrested by the PPD were provided with a PPO score and ranked from highest to lowest.

Subsequently, individuals found to be unqualified (juveniles, deceased, and those sentenced to long-term incarceration) were removed from the selection process. Additionally, the individuals had to reside in one of the four Strategic Enforcement Zones (SEZ) identified by the PPD and displayed in Figure B1.

Figure B1

Strategic Enforcement Zones



	North East	North West	South East	South West
Zone 1	W Willow Ave & N North St	W Willcox Ave & N Isabell Ave	N North St & W Republic St	N Underhill St & N Gale St
Zone 2	N Atlantic St & E Willow Ave	W Hansler Pl & N Knoxville Ave	NE Nebraska Ave & N Prospect Rd	E Illinois Ave & N Knoxville Ave
Zone 3	W Lincoln Ave & S Matthew St	W Lincoln Ave & S Ligonier St	W Latrobe St & S Matthew St	W Latrobe St & S Ligonier St
Zone 4	W Grinnell St & S Giswold St	S Laramie St & W Grinnell St	S Griswold St & SW Adams St	W Nevada St & S Idaho St

Combined, these four zones accounted for at least 36 percent of all major crime in the city of Peoria. The 45 highest-scoring PVOs were selected from those who met the criteria. These were assigned a unique identification number by the PPD. This ensured anonymity. However, only 44 PVOs were monitored by the PPD due to the death of an individual on the

list. The list of 44 PVOs was shared with the US Attorney's Office, SID, and IRIS. In addition, as a consequence of personnel turnover at the operational level, delays in the approval of the notification letters and their distribution, and the substitution of SoundThinking and CaseBuilder in lieu of StreetSmart, data tracking and surveillance of the PVOs transpired over 11 months from June 2023 to April 2024; considerably less than the initial projected 24 months tracking period.

Data Sharing Initiative

Data on the implemented DSI strategies resulted from sequential surveys administered to PPD officers and personnel. Pre- and post-test surveys were designed by the research partners and conducted by the PPD crime analyst. Questions evaluating officer satisfaction and experiences with the informational software systems and the effects on their day-to-day operations were included in the surveys. Officer responses were collected from the two surveys administered in October 2022 and April 2024.

Design

Focused Deterrence

Subsequent to the identification of the PVOs was the dissemination of focused deterrence letters (Appendix C). These notification letters were mailed to the last known addresses of the 44 individuals on May 16, 2023. Of the 44 mailed letters, 12 were returned. Due to limited personnel and the use of last known addresses, follow-ups on the returned letters were not feasible. After further review, it was revealed that the 12 individuals were not in custody. The contents of the letters disclosed the PPD's heightened awareness of the PVOs previous unlawful behaviors. Individuals were informed of law enforcement's zero-tolerance approach against those who commit acts of violence, and that any further violations will be

prosecuted to the maximum extent of the law. The notification letter also offered each individual social assistance and resources to alleviate criminogenic influences. While there were no incentives to participate, the advantages to do so were explained in the letter. A variety of resources offered were presented in the letters along with two points of contact to provide additional explanation for those that required it. Community organizations such as the Peoria Friendship House, Peoria Citizens Against Violence, Peoria County State's Attorney's Office, and the United States Attorney's Office were committed to this collaborative effort to reduce violent crimes in the community.

To evaluate the effectiveness of a focused deterrent approach on PVO crime rates, a quasi-experimental research design was utilized. It was hypothesized that PVOs are responsible for the majority of violent crimes and that a focused deterrence approach aimed at these offenders would reduce the number of arrests along with crimes committed. To test these hypotheses, independent t-tests were conducted to assess the effect of accepting offered resources and the rates at which PVOs would re-offend. A sample size of 44 was selected due to historical data indicating that the highest number of PVOs confirmed within a year in the city of Peoria was 50. The PPD is a mid-size department with the resources to successfully track and manage no more than 50 individuals at a time. As a result of this actuality, a smaller sample size of 44 was selected. The absence of a larger sample size threatens the validity of the research design and its results. There is an increased risk of bias and sensitivity to outliers along with the reduction of statistical power. This threat impedes our ability to assess the relation and effects of focused deterrence and PVO arrest rates.

To determine if the program was successful in reducing Peoria's violent crime, comparable Illinois cities were selected as reference groups. This comparison enabled the

detection of any underlying patterns or trends and their influence on overall crime rates. Elgin and Springfield were chosen as comparison groups due to their close geographical proximity and similarities in population and violent crime trends. Neither police department was made aware of their status as comparison groups within the project. During the duration of the project, each city implemented various focused deterrence and community relations programs in an effort to reduce crime (J. Moushon, personal communication, June 2024).

Analogously to Peoria's population size, Elgin, situated 150 miles north of Peoria, has a population of 113,310 residents, and Springfield, 70 miles to the south of Peoria, has 112,544 residents (US Census Bureau, 2023). Both comparison groups have a predominantly white population with African Americans comprising at least 20% of Peoria's and Springfield's population size. Elgin possesses a significantly lower African American population and poverty rate in contrast to both groups. Comparatively, Peoria and Springfield have an average poverty rate of over 15%. Additionally, Elgin's violent crime decreased within the past 5 years, compared to Springfield's and Peoria's rise in violent crime rates (City Data, n.d.).

Data Sharing Initiative

A quasi-experimental research design was employed to identify the impacts of intelligence-led and predictive policing software in relation to officer productivity and departmental communication. It was hypothesized that the completion of the SoundThinking training and the acquisition of supplementary technology would expedite the time it takes to obtain, analyze, and disseminate information and share real-time data amongst the various departments and partnered organizations. To test this hypothesis, a paired-sample t-test design was used. Two surveys (pre and post) were designed by the research partners and administered

sequentially by the PPD crime analyst to relevant personnel. Specifically, the survey was administered to officers who utilized the information collection system in their day-to-day operations. For the PPD, these officers included those in higher management positions: Detectives, Special Investigation officers, Lieutenants, Captains, and Sergeants.

Initial analysis of the pre-post tests included comparisons of the mean responses and the application of Cohen's D to determine effect size. However, as a result of complications and delays in the SoundThinking and CaseBuilder training process, officers were not sufficiently trained on the information system by the scheduled training deadline. Additionally, not all officers had access to the software systems and would be utilizing it in their day-to-day operations. As a consequence, the initial proposal to survey 200 officers was not practical. Alternatively, the pre-test was administered to 28 officers where they were surveyed on their experience and satisfaction with the previous RMS system. The post-test, impeded by personnel changes and lack of software familiarity, resulted in a lack of officer participation and zero responses.

Measures

Focused Deterrence

Data from the identified PVOs were collected and recorded on a bi-weekly basis for 11 months. To evaluate the impact of providing resources and assistance to PVOs in relation to violent crime reduction, the following measures were collected: the number of PVOs that were arrested, the arrest offense, and whether offered social services were accepted or declined. Additional outcome measures also included (1) number of PVOs who accepted resources and reoffended, (2) number of PVOs who accepted resources and did not re-offend (3) number of

PVOs who refused resources and reoffended and (4) number of PVOs who refused resources and did not re-offend.

Data Sharing Initiative

Recorded data from the pre-surveys were collected and characterized into the following measures: efficiency, usability, and relevancy. Each measure addressed officers' satisfaction and experience with using SoundThinking and CaseBuilder in comparison to previous software systems. They provided insights into officer perception of information gathering prior to and after improvements were made.

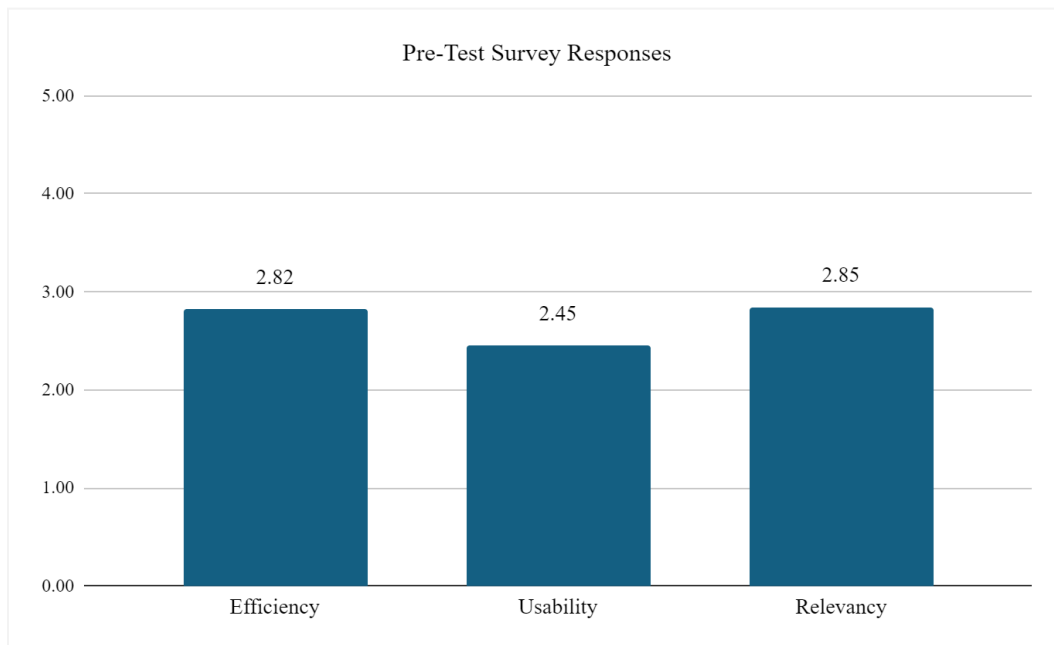
Analysis and Evaluation

The project was assessed and evaluated by the research team, along with the PPD crime analyst. Results are from 11 months of implementation of both the Focused Deterrence Program and the Data Sharing Initiative. The findings provide insights into the programs' development and capabilities in achieving the PPD's goals.

Data Sharing Initiative

Participants were asked to answer 10 questions (Appendix D) relating to their user experience with their previous Case Management System (CMS). Each statement utilizes a 5-point Likert scale to indicate agreement with statements from 1 (Strongly Disagree) to 5 (Strongly Agree) as responses. Six survey questions were grouped into two categories, efficiency and usability. The remaining four questions were recorded individually and covered perceptions of the relevancy of data, internal communication, training, and benefits of the current CMS. Participants were also asked to disclose their current rank/role in the PPD. Majority of responders held leadership positions within the PPD. Due to the department's size, anonymity could not be ensured by highlighting the participants' rank and role.

Three statements were used to determine perceptions of the efficiency of the current CMS with participants reporting an average response of 2.82 on a scale range of 1-5 as shown in Figure D1. Three statements were also used to determine perceptions of the usability of the current CMS. Participants reported an average response of 2.45. For perceptions of the relevancy of data, participants reported an average response of 2.85.

Figure D1*Pre-Test Survey Results*

It should be noted that post-implementation surveys were administered to officers per the initial project design. However, due to software training constraints, there were no officer responses. As a consequence of various impediments, officers were not trained on SoundThinking and CaseBuilder until after the scheduled implementation period. This made the evaluation of the officers' experience with the software impossible. As a result of the missing data, analysis comparisons of the pre-post surveys are incomplete.

Focused Deterrence

During the tracking period, 13 of the 44 PVOs were apprehended for varying criminal offenses. Five PVOs were arrested for traffic violations including driving with a suspended/revoked license and traffic stops. Of the five PVOs, one was arrested three times throughout the implementation period for traffic offenses and another as a suspect in a motor vehicle theft report.

Additionally, five PVOs were arrested for in-state warrants for incidents including traffic offenses, failure to appear, and aggravated unlawful use of a weapon. Of those individuals apprehended for warrants, two were for traffic offenses and two were for incidents that occurred prior to the delivery of the notification letters. Along with an arrest for a traffic violation, one PVO was arrested for domestic battery shortly after.

Results showed that two PVOs turned themselves in. One for an incident that occurred prior to the delivery of the notification letters and another for an in-state warrant for robbery. Further, one PVO was apprehended as a suspect for multiple violations including domestic battery, residential burglary, aggravated fleeing and eluding, and aggravated assault with a firearm.

Overall, 29.5 percent of the identified PVOs were arrested for a new crime at least once during the 11-month evaluation period. Of the 13 PVOs arrested, three were repeat offenders throughout the duration of the project while the remaining 10 individuals did not re-offend after the initial arrest. None of the PVOs met the minimum requirement with the US Attorney's office to take the case federally. In addition to the lack of 'lever-pulling' in the enforcement component, there was also a lack of involvement with PVOs and offered services. During the 11-month evaluation, none of the PVOs enquired about or accepted any of the offered resources or services. This lack of participation triggers a further discussion into how to encourage PVO acceptance and how to best deliver that message.

Despite the PPD's efforts to reduce violent crime in the city, violent crime continues to increase. As shown in Table A3, compared to the comparison groups Elgin and Springfield, Peoria continues to have a disproportionately higher number of assaults and murders, while Springfield and Peoria are close in numbers for robberies and rapes. In 2023,

both Elgin and Springfield had five murders each while Peoria had 25. In 2022, Peoria had 24 murders compared to seven in Springfield and three in Elgin.

Table A3

2022-2023 Comparison of Cities Violent Crime Reports

	2022			2023		
	Elgin	Peoria	Springfield	Elgin	Peoria	Springfield
Murders	3	24	7	5	25	5
Rapes	62	97	93	45	99	120
Robberies	34	93	147	24	120	138
Assaults	199	1082	619	176	1107	622

Limitations and Future Direction

Procurement of technologies and software at an organizational level is arduous due to the various steps in the acquisition and implementation process. The PPD's Data Sharing Initiative was no exception. The original grant proposal in 2020 included the purchase of StreetSmart technology, but due to a significant cost increase, the initial action plan had to be re-evaluated. Upon extensive research and further consultation with SPI, the PPD acquired ShotSpotter Investigate (now CaseBuilder) as a replacement. This software substitution further required approval from the Peoria City Council which created considerable delays from the onset of the project. As a consequence, CaseBuilder was not officially acquired until October 2022.

Implementation and training for CaseBuilder created further hurdles to the project, specifically data collection. As CaseBuilder was still in the development phase when it was acquired, access to the program was limited and officer training was further delayed and stagnant. This hindered department-wide officer participation in the pre-post surveys as it made

surveying all officers unfeasible. As a result, only a small cadre of supervising line officers completed the pre-test. Previous research on officer satisfaction with the GST has indicated that there is a positive relationship between the rank of officer (patrol or command) and the support of gunshot technology, as well as supporting the use of department resources to implement it (Weber, 2023). Further research should expand the population to survey as front-line officers often have a 'direct' relationship with the evidence collected. Their experience with the GST should be further examined as it impacts the outcomes of those using GST.

Implementation and evaluation of the DSI and FDP were further impeded by personnel turnover, specifically early retirement and COVID-19 restrictions. From January 2020 through June 2024, 45 officers (30%) retired, with the lowest number of sworn officers being 196 in 2021. Currently, the PPD has 218 sworn officers with an authorized strength of 222. The duration of the project saw other personnel changes, such as changes in organizational leadership, operational rotations for specific positions, personnel transfers and promotions, military deployments, and the loss of the unreplaced PPD technology administrator. These personnel issues, while common among police departments, contributed to significant delays in data collection and evaluation. Concurrently, the COVID-19 pandemic affected many aspects of policing; in particular, the loss of personnel due to early retirement is likely a result of the pandemic and the civil unrest and calls for police reform that arose during this time.

Furthermore, the PPD transitioned from the Federal Bureau of Investigation's (FBI) Uniform Crime Reporting (UCR) program to adopting the National Incident Based-Reporting System (NIBRS) in August 2021 and became certified to report data in April 2022. Data collection differences between the two programs meant manually

converting data during the project timeline as the previous RMS lacked this capability. This further hindered project timelines. Time limitations did not allow for adequate data collection and evaluation. Only 11 months of data were collected. With such a limited timeframe, the tracking of PVOs and the surveying of officers post-implementation was not possible. The lack of collected data prohibited discussion on the effectiveness of the FDP and the software in meeting the PPD's goal. Data is needed to explore and identify complex relationships between the PVOs and the PPD interventions.

Conclusion

In closing, in an effort to combat and alleviate the increase in violent crime, the Peoria Police Department partnered with the Bureau of Justice Assistance to implement intelligence-led and predictive policing strategies via a data-sharing initiative and a focused deterrence approach. In pursuit of this goal, technological infrastructure was acquired and upgraded along with the procurement of SoundThinking and CaseBuilder. In addition, the PPD began utilizing IRIS to aid in collaboration with local social service agencies.

Despite expectations, results failed to address project objectives. With temporal and data limitations, project implementation and analysis were significantly impeded. Further observations into offenders' reluctance to receive social services along with its impact on violent crime are needed to effectively expand the FDP. Currently, there is uncertainty whether the PPD will continue the relationship with the CaseBuilder agency. As a result, ongoing analysis of the acquired software's ability to provide actionable intelligence needs to be considered.

Subsequent to the evaluation of the project conclusion and its results, there were a plethora of lessons learned. Integration of the research team from project inception can diminish many threats to the project, providing an opportunity for the researcher to understand the operational constraints of the agency as well as providing the required expertise to operationalize the project via implementation of theory into practice. Additionally, consequent to the changes in the acquired technological software, the impact of re-designing and extending the project attests to the emphasis that the procurement of services and technological equipment should be done at the forefront of the project. Any financial relationships with vendors should be meticulously addressed and close to conclusion prior to project design and development. If not, the project exposes itself to significant adjustments and extensions as these services and equipment often influence the structure of the project. To maintain project continuity, the development of contingency plans to combat personnel turnover is crucial. The loss of personnel from departments central to the project has great potential to hinder project operations and development if not addressed promptly.

Supplementarily, emphasizing community engagement and education of the PPD's focused deterrence strategies could have served as a vital link in encouraging offenders to participate and accept resources. Routine collaboration between the police department, local agencies, and community partners is essential in promoting awareness of the department's initiatives; a core necessity of the focused deterrence approach. In cooperation, all involved organizations should make an effort to inform participants of the benefits and impacts of accepting the offered resources.

Moreover, it is imperative to be mindful that a one-size-fits-all approach is ineffective. Preceding the design process, a SWOT analysis is an essential tool in formulating the appropriate approach for the design, development, and implementation of the project in the police department's jurisdiction. FD models need to be nuanced to engage and assist specific PVOs. Further, service providers should not be muted during this process as these agencies work closely with offenders receiving services and resources. The decision to utilize notification letters, call-ins, probation and parole agencies, and other approaches can be discussed during a collaborative meeting with community stakeholders. If employing techniques such as call-ins, researchers and involved agencies must take into account the dignity and humanity of the participants. Succeeding the implementation of the chosen approach, continuous analysis of the procedures along with the monitoring of offenders and partnered agencies is critical in securing responses and participant engagement.

At the onset, promoting, fostering, and maintaining a productive relationship with participating agencies and the SPI Technical and Training Assistance (TTA) is paramount if a project is to overcome obstacles. Further, encouraging patience and adaptability enhances the opportunity for greater project impact. Diffusing outdated occupational lenses of the project providers involved creates equal space for everyone to freely exchange those ideas.

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Appendix A

Crime Rates, Arrest Data, and City Comparison Data

Table A1

Peoria UCR/NIBRS Crime Statistics

	2017	2018	2019	2020	2021	2022	2023
Murders	11	22	25	14	33	24	25
Rapes	65	68	65	72	54	97	99
Robberies	283	202	268	196	963	93	120
Assaults	509	800	802	963	1075	1082	1107
Burglaries	1134	908	758	652	569	715	855
Thefts	2270	2444	2959	2567	1910	2301	2431
Auto Theft	349	431	443	430	576	636	1150
Arson	44	50	41	75	67	62	69

Table A2

Arrest Data for Prolific Violent Offenders

Violent Crime Arrests	2015	2016	2017	2018	2019	2020	2021	2022	2023
Total Arrests	1402	1137	953	850	807	642	780	642	894
Total Violent Crime Arrests	281	282	303	306	372	320	402	300	287
Violent Crime Arrests to Total Arrests	20%	25%	32%	36%	46%	50%	52%	47%	32%
Prolific Offender Arrests within the Year	44	42	15	36	30	29	31	20	40
% of Prolific Violent Offender Arrests	16%	15%	5%	12%	8%	9%	8%	7%	14%

Table A3

2022-2023 Comparison Cities Violent Crime Reports

	2022			2023		
	Elgin	Peoria	Springfield	Elgin	Peoria	Springfield
Murders	3	24	7	5	25	5
Rapes	62	97	93	45	99	120
Robberies	34	93	147	24	120	138
Assaults	199	1082	619	176	1107	622

Figure A1

Peoria, IL Total Crime Reports and National Violent Crime Rates

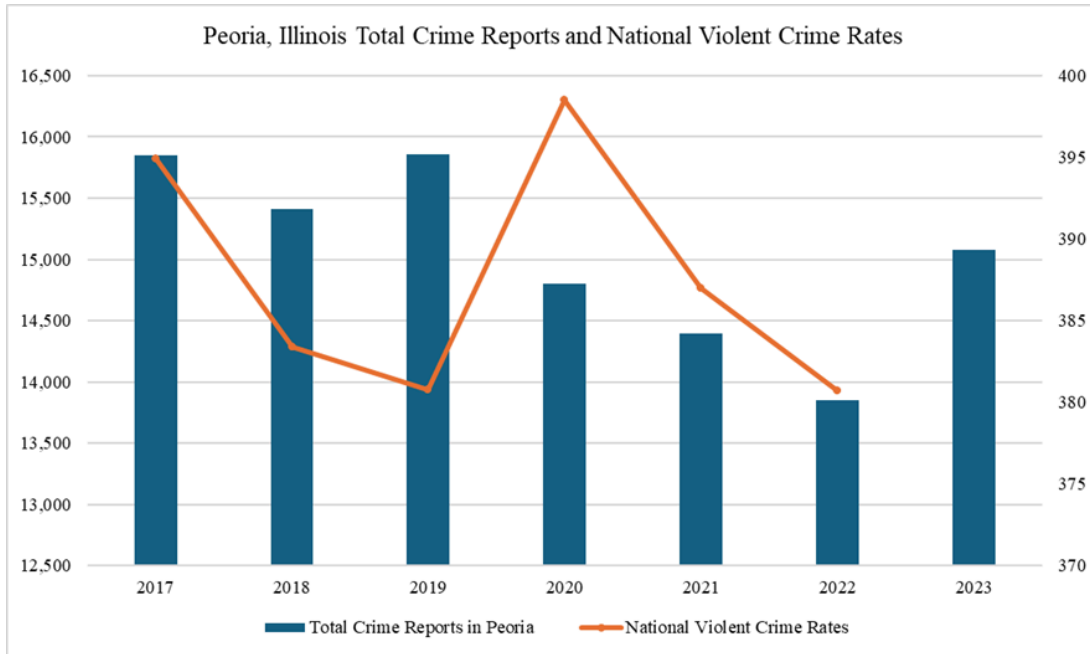
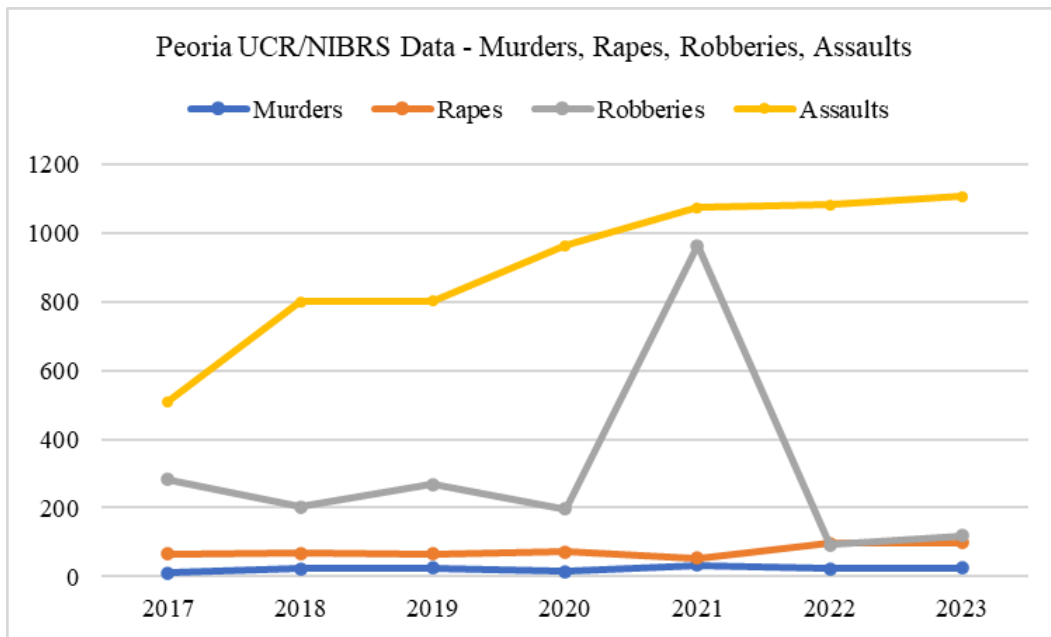


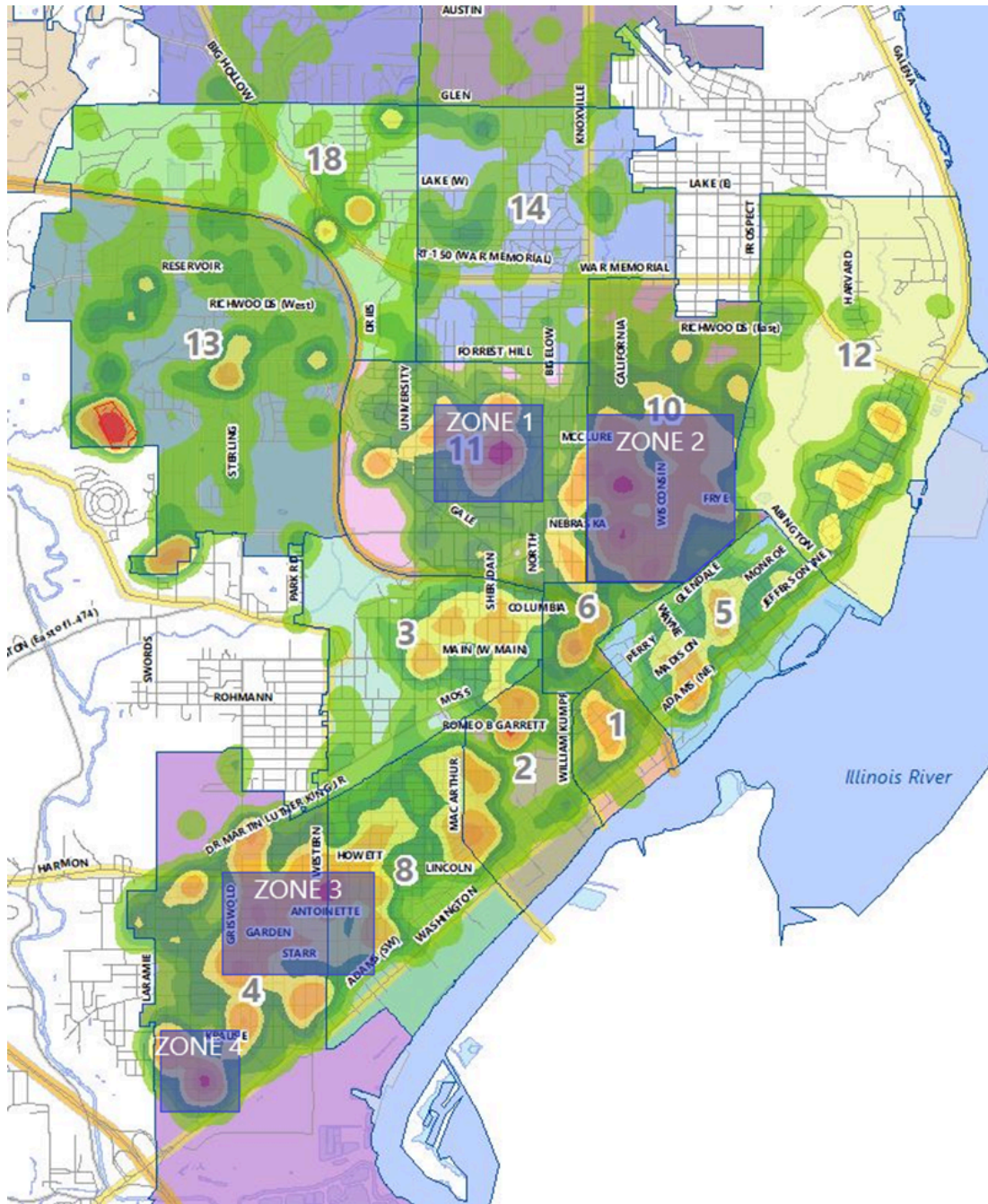
Figure A2

Peoria UCR/NIBRS Data - Murders, Rapes, Robberies, Assaults



Appendix B

Strategic Enforcement Zones



	North East	North West	South East	South West
Zone 1	W Wilcox Ave & N North St	W Wilcox Ave & N Isabell Ave	N North St & W Republic St	N Underhill St & N Gale St
Zone 2	N Atlantic St & E Wilcox Ave	W Hansler Pl & N Knoxville Ave	NE Nebraska Ave & N Prospect Rd	E Illinois Ave & N Knoxville Ave
Zone 3	W Lincoln Ave & S Matthew St	W Lincoln Ave & S Ligonier St	W Latrobe St & S Mathew St	W Latrobe St & S Ligonier St
Zone 4	W Grinnell St & S Grissold St	S Laramie St & W Grinnell St	S Grissold St & S W Adams St	W Nevada St & S Idaho St

Table B1 - Crime Rate Percentages of Strategic Enforcement Zones

District	Percent of all Major Crime
District 1	2%
District 2	4%
District 3	6%
District 4	22%
District 5	5%
District 6	3%
District 8	9%
District 10	15%
District 11	10%
District 12	5%
District 13	8%
District 14	2%
District 15	1%
District 16	4%
District 17	0%
District 18	2%
District 19	2%

Appendix C

Notification Letter for Prolific Violent Offenders

SUPPORT STOP THE VIOLENCE

In an effort to address the escalating violent crime victimizations in the city of Peoria, the Peoria Police Department, the Peoria Community Against Violence (PCAV), and residents of Peoria have embarked upon an initiative to reduce these patterns of violence.

As a result of this initiative, your *previous* recorded violent, criminal behavior has resulted in you being placed under the scrutiny of the Peoria Police Department's Special Investigation Division, State's Attorney's Office, and federal agencies.

Our Focused Deterrence Task Force is taking a zero-tolerance approach against those individuals who commit acts of violence. The Peoria Police Department, PCAV, and other community partners are working closely to stop violence in any form.

In an effort to enhance your success and assist you in being a productive citizen, we want to offer you resources to help you achieve this goal:

- Job training and Opportunities
- Housing opportunities
- Alcohol / Drug treatment
- Mental health treatment
- Educational support / Tutoring / GED
- STI / HIV testing, Treatment, Referrals
- Family services - Childcare, Counseling, Parenting skills
- Budgeting / Finances
- Food assistance or emergency assistance

Research shows that people who accept social services are less likely to re-offend. We urge you to call Chris Johnson at 309-303-8600 or email Aaron Watkins at awatkins@peoriagov.org and take advantage of these resources.

We have a commitment from the United States Attorney's Office and Peoria County District Attorney's Office that you will be prosecuted for your violation to the maximum extent of the law. If convicted of a violent felony such as possession of firearm by felon, you would fall into an incarceration range of minimum 15 years to life in Federal prison. If convicted of a felony in State court you would fall into an incarceration range of 9 to 97 months.

It is our ultimate desire to assist you in becoming a productive member of the Peoria community. However, the community of Peoria will not tolerate any further acts of violence and all persons found guilty of doing so will be prosecuted to the fullest extent.

Sincerely,

Chief Echevarria

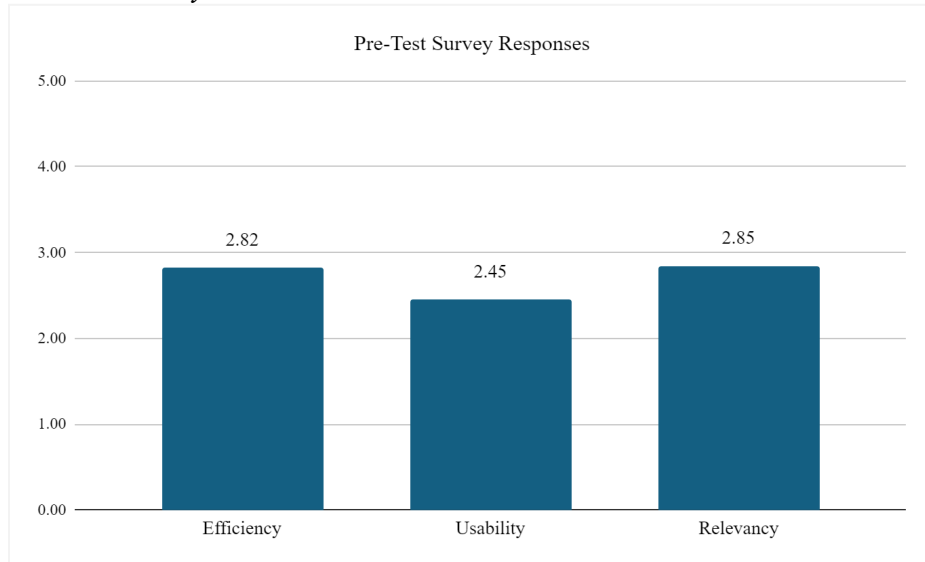
Peoria County State's Attorney's Office, Federal Government and the Peoria Police Department are continually working to make Peoria a safer place to live. With your help we can make this goal a reality.

Appendix D

Survey Questions and Results

Figure D1

Pre-Test Survey Results



Data Sharing Initiative Survey

As part of the Peoria Police Department's Data Sharing Initiative grant (BJA 2020-WY-BX-0003), the purpose of this survey is to gather data pursuant to the Peoria Police Department grant objectives.

All questions will be Likert-scale, with answer choices ranging from “Strongly Disagree” to “Strongly Agree”.

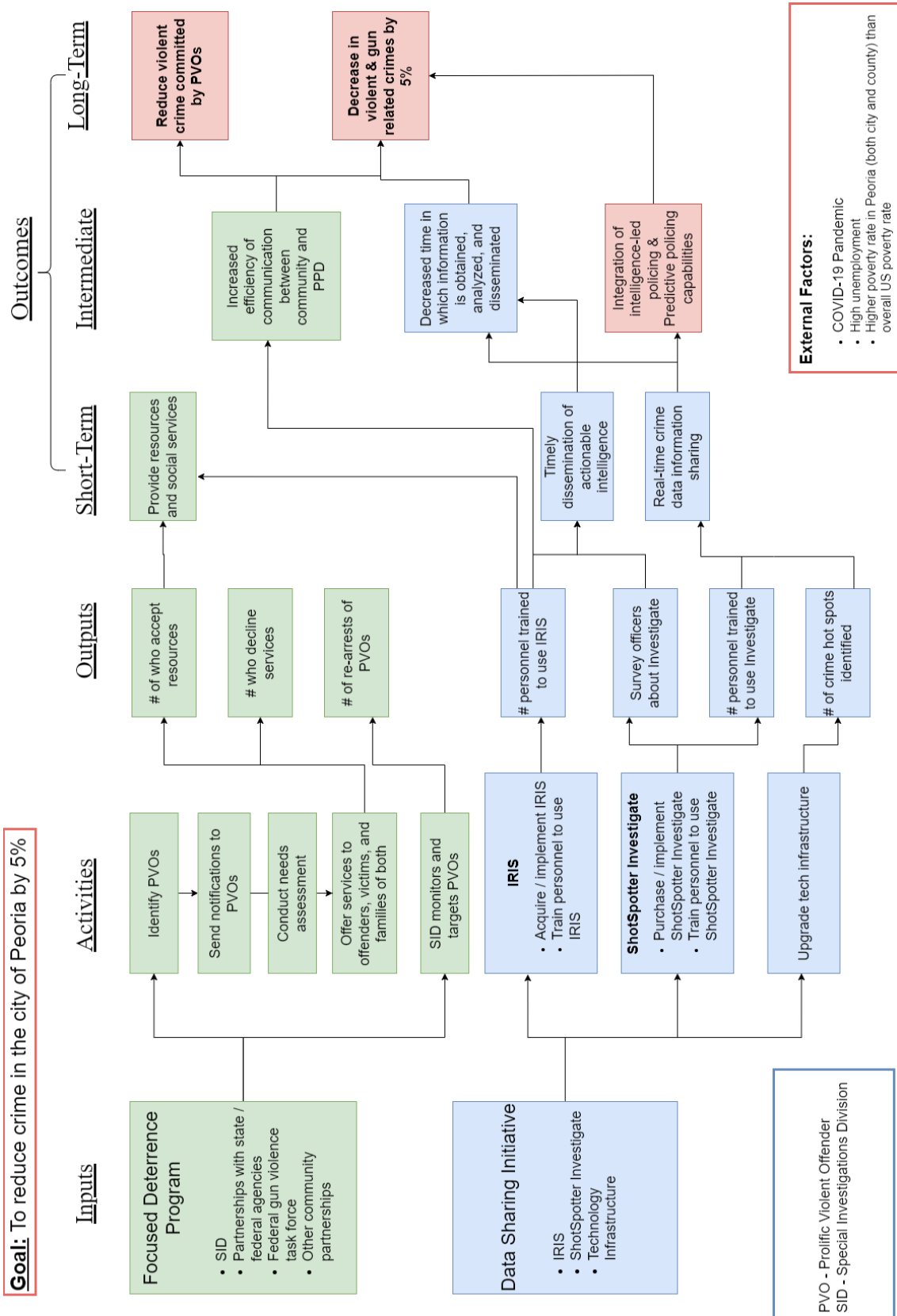
Role/Rank - Check applicable boxes

- | | |
|-----------------------------------|--------------------|
| ● Detectives | ● Captains |
| ● Special investigations officers | ● Patrol Sergeants |
| ● Lieutenants | ● Patrol Officers |
| | ● Other _____ |

1. There is a need for better communication between all divisions of the department.
2. I received adequate training on the current information/case management systems.
3. The response time for queries is fast. *[efficiency]*
4. Information needed is readily available upon request. *[efficiency]*
5. Making queries is easy and accessible. *[usability]*
6. The information available is accurate, relevant, and up-to-date. *[relevancy]*
7. Providing information is easy and accessible. *[efficiency]*
8. Information is easily conveyed and shared amongst all areas of the department.
[usability]
9. The information is easily understood and makes some day-to-day tasks easier. *[usability]*
10. Continued use of the current information/case management systems is beneficial.

Appendix E

Logic Model



Appendix F

Miscellaneous Support and References

Letters of support from Community Stakeholders / SID members



U.S. Department of Justice

United States Attorney
Central District of Illinois
Headquarters Office

John C. Milhiser
United States Attorney

318 South 6th Street
Springfield, IL 62701-1806

TEL: (217) 492-4450
FAX: (217) 492-4512

May 6, 2020

Bureau of Justice Assistance
Office of Justice Programs
810 Seventh Street, NW
Washington, DC 20531

Re: BJA Grant Application - Peoria Police Department Data Sharing Initiative

To Whom It May Concern:

The United States Attorney's Office for the Central District of Illinois has been advised of the City of Peoria Police Department's proposed "Peoria Police Department Data Sharing Initiative" project for which they are applying under the BJA's Strategies in Policing Innovation FY 2020 Grant Solicitation. We fully support the Peoria Police Department's proposed project and look forward to seeing the benefits it will bring to Project Guardian. This initiative will not only support our efforts at combating gun violence in Peoria, but also assist in our partnerships with other agencies as we work together to reduce violent crime in Central Illinois. The data sharing initiative will directly support the Central District of Illinois' Project Guardian plan by enhancing the ability of the PPD to collect and analyze data in real time and allow for sharing of integrated crime information and investigative leads between local and federal agencies. If I can answer any questions, please contact me at (217) 492-4476.

Very respectfully yours,

John C. Milhiser
United States Attorney

JCM/tr

Project Timeline

Task	Owner	Start	End
Complete purchases of technological infrastructure (Server upgrades, etc.)	PPD	January 2022	August 2023
Training completed for Shot Spotter Investigate	PPD	July 17 2023	August 17 2023
Final survey and data collection	Research Team	March 2024	March 2024
Data analysis of surveys	Research Team	March 2024	April 2024
Weekly/monthly updates and tracking of PVOs	PPD	June 2023	April 2024
End of data collection on PVOs	Research Team / PPD	-	April 1, 2024
Data analysis of PVO data	Research Team	April 2024	April 2024
Completion of the final report	Research Team	April 2024	September 2024