

Program Abstract (Attachment I)

City of Saint Paul Police Department

African Immigrant Muslim Coordinated Outreach Program (AIMCOP)

\$670,679

Category I: Comprehensive Community-Based Data-Driven Approaches to Preventing and Reducing Violent Crime

This project will meet the goals of the Recovery Act by hiring and sustainment of four personnel who are necessary to perform the activities of the project. The collaborative will engage in several activities to meet the additional goals of preventing radicalization, reducing violent crime, and increasing crime prevention efforts. The goals of the project will be met by performing the following activities: a targeted outreach to the M/S community to gain trust, expansion of the PAL program within the city to serve the youth ages 8-14, utilizing the YWCA to perform mentoring, basic skills, and life skills programs for ages 8-22, crime prevention activities for the community and victims by an advocate, and finally, identification and intervention of individuals at risk of radicalization, gang involvement, and violent crime. Objectives and performance measures: *Number of Jobs retained: --0-- Number of Jobs Created: - 4 -* Hiring of a project manager, a youth worker, and two M/S advocates. Promoting economic recovery: -- *Percent increase of essential services – community outreach - 450%, two Somali advocates (200%), services through the YWCA (100%), project management services (100%), (50%) increase in PAL to community.* Hiring can occur within one month of award.

Program Narrative (Attachment II)

**Category I: Comprehensive Community-Based Data-Driven Approaches to Preventing
and Reducing Violent Crime**

African Immigrant Muslim Coordinated Outreach Program (AIMCOP)

Statement of the Problem

The Twin Cities of St. Paul and Minneapolis in Minnesota have the largest Muslim/Somali (M/S) community in the nation. This community is experiencing multiple issues of violent crime, gang activity, illegal drug use, and the radicalization of youth in the City of St. Paul. The majority of the M/S immigrants reside in public and section eight housing. There are 15,000 people living in the five public housing sites in addition to the two section eight sites. The average family size is one head of household / three-four children. The mean income per family's living in public housing is \$10,000 a year. In the public housing grids, the crime rate is 81.2 percent higher than the city-wide average. There are approximately 2,350 juvenile runaways per year in St. Paul. Runaways have historically resulted in an increased likelihood of criminal activity. An increase of 109 percent occurred from 2006 to 2008 in the number of juveniles listed in police reports related to gang activity. Juvenile violent crime has risen 29.7 percent in two years with juvenile robbery arrests up 60 percent from 2006 to 2008. The effects of these crimes have resulted in a decreased quality of life for the community, the breeding of additional crime, and decreased livability in our communities. In our city sister of Minneapolis, five Somali youth were murdered within a 12 month timeframe in 2007-2008. Of particular concern is the demonstrated radicalization of 20 youth from our area who have left for Somali to fight for the terrorist organization al Shabaab. The City of St. Paul is well positioned to address these significant issues as a result of our previous outreach with the M/S community. The activities we

propose in this grant can start within one-month and include hiring a Somali speaking community-service worker, a youth worker, a Somali speaking advocate, a project manager, and increase activities that support youth mentoring.

This project will meet the goals of the Recovery Act by hiring and sustainment of the above individuals who are necessary to perform the activities of the project. In addition, our project will meet the stated purposes of the Recovery Act to promote economic recovery and to assist those most impacted by the recession. The city has received a \$29.5 million cut in local government aid from the State of Minnesota. The police department's share of this reduction is \$10.7 million, a cutback off 50 officers, and without funding provided through the Recovery Act, we will not be able to attack this substantial and growing problem in our city.

Program Design and Implementation

This project will be implemented with a community-based best-practice collaborative including the FBI, the U.S. Attorney's Office (USAO), Ramsey County Sheriff Office (RCSO), the Muslim American Society (MAS), St. Paul Intervention Project (SPIP), the newly formed Somali Community Council (SCC), the St. Paul YWCA, and the St. Paul Police Department (SPPD). The collaborative will engage in several activities to meet the goals of preventing radicalization, reducing violent crime, and increasing crime prevention efforts. Best practices on building the capacity of communities and community outreach will be used as outlined in the article by Acosta and Chavis, "Build the Capacity of Communities to Address Crime," that states in part, ". . . it is essential to build the capacity of communities to reduce crime by engaging the citizens affected by crime" (*Criminology and Public Policy* (Nov 2007)). In addition the article, "Build a Criminal Justice Policy for Terrorism" by Lafree and Hendrickson in the same journal, supports our method of addressing terrorism utilizing the criminal justice system. Specifically,

the article states, “. . . criminal justice approaches have contributed a great deal to the identification, capture, and incapacitation of those using terrorist methods.” Additionally, lessons-learned from “Building Strong Police-Immigrant Community Relations: Lessons from a New York City Project and Law Enforcement & Arab American Community Relations After September 11, 2001, Engagement in a Time of Uncertainty,” from the Vera Institute of Justice (2006) are incorporated into the project. Specifically, the report states, “Toward local police agencies, Arab Americans reported a fair amount of goodwill, even in jurisdictions where the two had little interaction. Where departments invested resources to cultivate this goodwill, the evidence points to dividends in the form of reduced tension . . . Finally, our research found that community members and law enforcement respondents alike wanted improved relations. Given the popularity of community policing principles in recent times, however, surprisingly few jurisdictions were active in this regard. Where such measures had been adopted, we found meaningful partnerships that, consistent with community-oriented policing philosophy, suggested better success at addressing concerns about local and national security alike.”

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(100%), project management services (100%), (50%) increase in PAL to community. Hiring can occur within one month of award.

The SPPD and the RCSO, coordinated by the project manager and in partnership with the FBI and US Attorney's Office, will identify a group of officers/agents who will be trained in M/S culture by the MAS advocate and will form a prevention and enforcement team that will first seek to gain the trust of the Somali immigrants. While in the prevention period of the grant, this team, along with the two Somali speaking advocates (from MAS and SPIP), will attend community meetings in the targeted areas and refer youth to the PAL and YWCA programs. The SCC will serve as the core conduit into the community. During this period, the team will also identify radicalized individuals, gang members, and violent offenders who refuse to cooperate with our efforts. Using established criteria that will stand up to public and legal scrutiny, the team will establish a list that identifies radicalized youth, gang members, and violent offenders. The project manager will coordinate with team members and will require members to submit a contact report. The project manager will be responsible for maintaining the database and sharing the information with the partners. The effort of identifying the targets will increase law enforcement's ability to maintain up-to-date intelligence on these offenders, alert team members to persons who are deserving of additional investigative efforts and will serve as an enhanced intelligence system to alert team members to the fact that they are interacting with an individual who poses a greater risk to personal and public safety.

Objectives and performance measures: Promoting economic recovery – *Number of collaborative partnerships established to avoid reductions in essential services and duplication* – 1 – see above for collaborative partners. *To facilitate justice information sharing, collaboration, and problem solving* – this will be a new data base and, therefore, there is a 100 percent increase

in the measures below: 100% increase in database inquiries, 100% increase in the number of submissions to a database, 100% increase of tips/leads referred to other agencies that result in an arrest or conviction.

This intensive prevention period will last for six months and once completed, the officers will move to the enforcement mode using the information they have gained from the prevention period as well as the automated intelligence and reporting systems already in place. The team will identify “hot spots” for criminal activity. These activities in the grant will involve a show of force, intent, and purpose by means of highly visible and intense enforcement action based on “zero tolerance” for violations of all city, state, and federal laws. This initial enforcement will last until the hot spot criminal activity ceases while the mentoring activities continue in the community. Throughout the project, situational assessments will be made to determine whether the team will continue enforcement or return to prevention depending on outcome. The mentoring components of the project will continue during the enforcement phase(s) of the project. Objectives and performance measures: To enhance or implement initiatives to reduce the incidence of violent crime or improve services to victims – *Total number of initiatives planned with Byrne funding – 4* – Prevention including outreach, PAL program, YWCA services, and enforcement. *Total number of individuals provided programming* – community member outreach – 500 – participation in PAL – 200 – YWCA 60 youth.

This grant improves the function of the criminal justice system, first, by forming partnerships between local and federal agencies in an area never before addressed. Second, this project has a broader implication to the criminal justice system in the terrorism area if we are able to prevent the radicalization from occurring.

A final activity of this grant will be for the project manager to prepare a best practices/lessons-learned guide that details the successes and failures of the initiative.

Capabilities/competencies:

St. Paul has a long involvement in community policing centered on strong neighborhood identification by both the citizens and the police officers. In the last five years, the department has cultivated working relationships with all groups in the community including the most recent set of M/S immigrants. We have also established a PAL (Police Athletic League) program, a G.R.E.A.T. (Gang Resistance Education and Training) program, expanded the A Community Outreach Program (ACOP) in public housing, and established the God Squad to work with youth in the community. This department also established a gang unit in 2005 with a holistic approach designed to prevent, intervene, and suppress gangs. The total budget for the department in 2008 is \$73,574,442. The department manages grants of approximately three million dollars on an annual basis.

If awarded, the following SPPD, (RCSO), (MAS), YWCA, and (SPIP) personnel will be assigned: With 25 years of experience, retired St. Paul Assistant Chief of Police Dennis Jensen will lead the outreach efforts as the project manager. He has spent the last two years as the Homeland Security Director for the Ramsey County Sheriff's Office. Mr. Jensen holds a Master of Arts in National Security Studies from the United States Naval Postgraduate School and attended the FBI National Academy. Sgt. Ray Jefferson, as unit head of the department's efforts in public housing, will lead the efforts with youth outreach. Asad Zaman is the Vice-President of MAS of Minnesota and will direct the community outreach efforts by MAS. Shelley Johnson-Cline is the Executive Director of the SPIP, which focused on reducing domestic violence for the

past twenty years. Christina McCoy, Director of Youth Development, will provide oversight and coordination of YWCA-related activities and services. Ms. McCoy brings over a decade of experience working with high-risk youth and their families. The St. Paul Police Research, Grants, and Finance Director, Amy Brown, has a Master's Degree in Management and has attended Northwestern University Center for Public Safety Police Staff and Command School and will manage the financial and other reporting aspects of this grant. All expenditures related to this grant will be funneled first through the finance and grants manager and then to the accountant at the police department. No outside agencies are involved in the financial aspects of this grant. All grants are managed within the city's finance system and each grant is assigned a separate activity for tracking and drawdown purposes. All expenditures are also tracked on a separate spreadsheet.

Impact/Outcomes, Evaluations, Sustainment, and Description of the Applicant's Plan for the Collection of the Data Required for Performance Measures

The department understands and agrees to participate in an evaluation of the program to be managed by NIJ. As a result of its design, this project will enhance communication, develop and solidify partnerships, create unique opportunities that will tend to enhance knowledge, skills and abilities, fuel creative and dynamic enforcement strategies among and between multi-jurisdictional law enforcement agencies, federal partners, and community programs.

The department expects this grant to: expand community policing, increase public safety in St. Paul neighborhoods with high concentrations of immigrant M/S families; improve perceptions of law enforcement within the immigrant M/S communities; reduce crime in target areas. Perhaps the most important impact is increased homeland security as the trust relationship grows and the community works with law enforcement to prevent radicalization.

Applicants for this grant program recognize what gets measured gets done. The ultimate goal of this program is to reduce the number of violent crimes in the target areas and ensure no further radicalization of the youth from St. Paul. For all performance measures, program data will be collected automatically by means of existing SPPD CAD, RMS and arrest reports, daily activity summaries, and an analysis of data collected from the project manager. Success will be measured by comparing a compilation of incidents in the target areas for the program year to previously documented incident totals. An analysis of crime statistics for violent crime as well as quality of life crime will be conducted at the end of the project for comparison to totals for prior years. A decrease in crime totals will indicate success. There will be a decrease of 50 % the number of juveniles listed in police reports related to gang activity compared to the prior year before grant implementation.

The City of St. Paul will realize the effects of a successful project via at least a 30% reduction in crime associated in the target areas. No M/S youth will be reported to have left St. Paul to join al Shabaab. Success will also be measured by 260 + youth who are mentored at the YWCA or join our PAL program. In addition to the quarterly reporting, which will be completed by the research manager once all aspects are completed, there will be a best-practice guide.

The department will sustain this program after the grant period expires and the methods have been proven successful by requesting additional funds during our regular budget process.