

MEMPHIS SHELBY CRIME COMMISSION





ANNUAL REPORT 2018



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MISSION STATEMENT

The Memphis Shelby Crime
Commission seeks to improve public
safety in the Memphis and Shelby
County community by identifying and
promoting evidence-based and
evidence-informed best practices.

STAFF

"We are very fortunate to have people in key positions at the Crime Commission who work tirelessly to advance the Operation: Safe Community plan and make our community an even better place." Ben Adams, chair of the Crime Commission board of directors.



Bill Gibbons
President and PSI
Executive Director



Linda Russell
Vice President
Communications and
Development and PSI
Executive Assistant



Brona PinnolisVice President, Strategic Implementation



Sharon Walker Executive Assistant

INTRODUCTION

A non-profit, private corporation governed by a diverse 50-member board of directors, the Memphis Shelby Crime Commission is the leading community-based entity focused on public safety. It has created unprecedented partnerships with businesses, schools, neighborhood organizations, public safety agencies and local violence prevention organizations working to make Memphis and Shelby County a safer place.

A key part of fulfilling the Crime Commission's mission is to spearhead development of a plan called Operation: Safe Community (OSC) to significantly improve public safety in the Memphis area, galvanize diverse leaders and stakeholders in the implementation and support of the plan, monitor progress toward implementation, and measure the plan's impact. It is not a government plan. Neither is it a Crime Commission plan. Rather, it is a community-based and community-driven plan developed with input from 400-500 involved citizens.

The non-profit design of the Crime Commission provides much more flexibility in strategic thinking and development of collaborations among diverse organizations, sheltered to a large extent from the periodic changes in political administrations.

Launched in 2017, the current OSC plan is composed of five key goals and sixteen objectives. It is an ambitious but realistic plan to dramatically reduce crime in the Memphis community over a five-year period (2017-2021). District Attorney Amy Weirich chairs the overall implementation effort.

We hope this Annual Report will help you learn more about the Crime Commission and Operation: Safe Community. To learn even more, visit www.memphiscrime.org.



RESEARCH PARTNERSHIP WITH THE UNIVERSITY OF MEMPHIS

Operation: Safe Community (OSC) is aided by a partnership between the Crime Commission and the University of Memphis Public Safety Institute (PSI). The Institute is housed in the University's School of Urban Affairs and Public Policy and draws on researchers from multiple disciplines and departments across the University, including the Department of Criminology and Criminal Justice. One of the hallmarks of this collaborative effort is to bring academic rigor to evaluation of the crime reduction objectives of the current OSC plan.

The Public Safety Institute plays a key role in independently evaluating the success of OSC objectives as they develop. The lead PSI researcher, Dr. Angela Madden, has been indispensable in advising on important metrics needed for these new programming efforts. The amount of work is vast and requires a team of researchers and research graduate assistants.

Thus far, the PSI has issued interim assessments on the following OSC objectives:

- Data-driven policing by the Memphis Police Department,
- The use of gang safety zone injunctions to curtail gang-related criminal activities, and
- The Neighborhood Safety Initiative designed to increase citizen engagement in crime prevention activities.

Another aspect of the joint venture is hosting forums related to crime reduction efforts tied to the OSC plan. In 2018, the PSI hosted a forum on employment opportunities for exoffenders, with the Tennessee Department of Correction and the Crime Commission serving as co-sponsors.



School of Urban Affairs and Public Policy (SUAPP)

2018 MEMPHIS SHELBY CRIME COMMISSION BOARD OF DIRECTORS

Mr. Ben C. Adams, Jr. Mr. Louis "Bo" Allen Mr. James (Jim) Baker

Commissioner Mark Billingsley

Ms. Melanie Blakeney

Mr. Jerry Blum Sheriff Floyd Bonner

Ms. Vinessa Brown Judge John Campbell Mr. Tom Campbell

Mr. Dave Carlson Mr. Kevin Clarkson Mr. Thomas Cleves

SCS Security Chief Gerald Darling

Representative John Deberry Mr. Rob DelPriore

Mr. John Dudas

U. S. Attorney Mike Dunavant

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Mr. Stevie Moore

Mr. Paul Morris Ms. Olliette Murry-Drobot

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TDOC Commissioner Tony Parker MPD Director Michael Rallings TBI Director David Rausch Commissioner Tami Sawyer* Judge Gerald Skahan

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Ms. Blair Taylor Dr. K. B. Turner

District Attorney Amy Weirich

Mr. Craig Weiss

Ms. Dorcas Young-Griffin

Baker, Donelson, Bearman, Caldwell & Berkowitz, PC

First Tennessee Bank Owen Brennan's Restaurant Christian Brothers University

Memphis Area Association of Realtors

AutoZone

Shelby County Government

LifeLine to Success

Tennessee State Government

ServiceMaster
Smith & Nephew
CB Richard Ellis
International Paper
Shelby County Schools

Tennessee State Government Mid-America Properties

Belz Enterprises

United States Government

Raymond James

Shelby County Government Federal Express Corporation

Lemoyne-Owen College Comm. Development Corp.

State Farm Insurance Commercial Advisors

Memphis Christian Pastors Network

LEDIC Mgt. Group, LLC Plough Foundation

Jack Morris Auto Glass

City of Bartlett Government Shelby County Government SunTrust Bank, Memphis

F.F.U.N. (Freedom From Unnecessary Negatives)

Family Safety Center
United States Government
First Baptist Church - Broad
City of Germantown Government
Tennessee State Government
City of Memphis Government
Tennessee State Government
Shelby County Government
Shelby County Government
Methodist LeBonheur Healthcare
American Residential Services
City of Memphis Government
City of Memphis Government

Memphis Tomorrow University of Memphis Tennessee State Government

Central Defense Security/Tower Ventures

Shelby County Government



Ben Adams, Chair, Board of Directors



Amy Weirich, Chair, Operation: Safe Community

2018 FINANCIAL CONTRIBUTORS

We thank our 2018 contributors for their generous support of, and confidence in, our efforts to fulfill the mission of improving public safety by identifying and promoting best practices.

PLOUGH FOUNDATION SOUTHEASTERN ASSET MANAGEMENT 99 MONOGRAM FOODS
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MANAGEMENT 99
99
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SHARON WALKER
WATKINS UIBERALL
AMY WEIRICH
CRAIG AND CATHY WEISS
WOODSON & BOZEMAN

OPERATION: SAFE COMMUNITY DASHBOARD

The Crime Commission maintains outcome measurements or metrics on the overall Operation: Safe Community (OSC) plan, each of the plan's five goals, and each of its sixteen objectives. In total there are approximately 60 measurements. The OSC Dashboard gives snapshots of ten key outcome measurements.

THE CRIME PLAN 2017-2021

Major Violent Crime Rate

Down 4.2% in 2018 Compared to 2017



Major Property Crime Rate Up 1.0% in 2018 Compared to 2017



Overall Crime Rate

Down 3.6% in 2018 Compared to 2017



Domestic Violence Rate

Down 10.4% in 2018 Compared to 2017



Number of Memphis Police Officers 2.020 in 2018

1,959 in 2017

Number of Shelby
County Deputy Sheriffs
616 in 2018

606 in 2017

Number of Neighborhood
Watch Groups
550 in 2018

466 in 2017



Recidivism Rate for State Inmates Released to Shelby County 29.7% in 2018 32.1% in 2017



Percentage of Repeat Juvenile
Delinquency Offenders
52.0% in 2018
44.0% in 2017

Delinquency Charges Against
Juveniles in Shelby County
Up 8.5% in 2018
compared to 2017



OPERATION: SAFE COMMUNITY OVERVIEW

The current OSC crime plan's goals and objectives are designed to focus primarily (but not totally) on reducing violent crime and increasing community engagement in efforts to reduce crime. The OSC plan is premised on the belief that violent crime reduction is a cornerstone to population growth in Memphis, more and better jobs, and an increasing tax base. And it is also premised on the belief that law enforcement, prosecutors, and corrections officials can't get us where we need to be alone – that it takes concerned citizens stepping forward to be part of the solution and helping insure that all parts of our community are composed of vibrant, safe neighborhoods where citizens want to live and raise their families. The entire OSC plan is available for review at www.memphiscrime.org.

Following is a summary of the five goals and sixteen objectives that make up the plan:

- Strengthen community engagement in crime prevention efforts.
 - Create a "Neighborhood Safety Initiative" to strengthen neighborhood watch and community partnerships with law enforcement and other public agencies.
 - Assign prosecutors to targeted geographic areas to pursue local public safety priorities through a community prosecution model.
 - Build trust through community policing and more interaction between law enforcement and the public.
 - Expand the Safeways crime prevention program in apartment communities.
- Strengthen law enforcement's ability to reduce violent street crime.
 - Hire and retain more law enforcement personnel.
 - Expand data-driven, proactive policing.
 - Enhance law enforcement training.
 - Enhance information- gathering and other resources to reduce gang-related violence.
 - Effectively initiate a "Violence Intervention Focused Deterrence" model to curb qun violence.
 - Reduce gun crimes through tougher state penalties, vigorous federal and state prosecution, and communicating the consequences.
- Strengthen intervention programs for ex-offenders.
 - Provide jobs, life skills, and support programs for high-risk ex-offenders.
 - Implement swift, certain, and fair administrative sanctions for violating certain conditions of probation or parole.

- Enhance domestic violence prevention and intervention efforts.
 - Evaluate and expand the Family Safety Center to reduce the number of repeat victims.
 - Effectively initiate a "Domestic Violence Intervention" model to deal with repeat offenders.
- Enhance interventions for juveniles committing delinquent acts.
 - Establish a youth assessment center for non-violent juvenile offenders.
 - Create a system of Evening Reporting Centers to serve juveniles charged with delinquency.

OPERATION: SAFE COMMUNITY 2018 HIGHLIGHTS

The current five-year OSC plan is now through its second year, and many of the objectives under the plan were advanced significantly in 2018.

<u>COMMUNITY PROSECUTION</u> - A community prosecution model initiated first in 2017 by the Shelby County District Attorney's Office in the Memphis Police Department's Old Allen precinct was expanded to the MPD's Tillman precinct in 2018. Establishing a community prosecution model is a key objective of the OSC plan to reduce crime.

All indicted cases in the state system coming out of the Tillman precinct are being handled by the same team of prosecutors and by Criminal Court Judge Paula Skahan. Likewise, Criminal Court Judge John Campbell is handling all indicted cases coming out of the Old Allen precinct.

Having all of the cases handled by the same prosecutors and the same judge is designed to better understand the issues, problems, and specific offenders from the Old Allen and Tillman precincts.

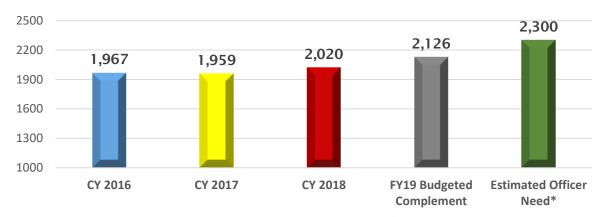
The lead prosecutor for each precinct's team is based in the precinct station and works directly with officers, community leaders, and neighborhood watch groups. The D.A.'s office is in a better position to identify the worst criminal offenders and hold them accountable but also better positioned to identify young, non-violent offenders and try to keep them out of the system with alternative solutions.

"The basic idea of the community prosecution program is that prosecutors can develop a background, partnership, and trust with residents and organizations in the community served by the precinct," said District Attorney Amy Weirich. "There is a heavy emphasis on prevention and intervention. We continue to pursue violent repeat offenders, but we also work hard to identify young offenders who can be kept out of the criminal justice system."

LAW ENFORCEMENT STAFFING - A key part of the plan is the hiring and retention of more law enforcement personnel. The Crime Commission has been working closely with the Memphis Police Department (MPD), Memphis Mayor Jim Strickland, and others to reverse a six-year steady reduction in the number of MPD commissioned officers. Private sector funding of over \$6 million is being provided through the Crime Commission to the City of Memphis to pay for retention and recruitment bonuses at the MPD, as well as other steps to reverse a net loss of some 20% of the city's police force over a six-year period.

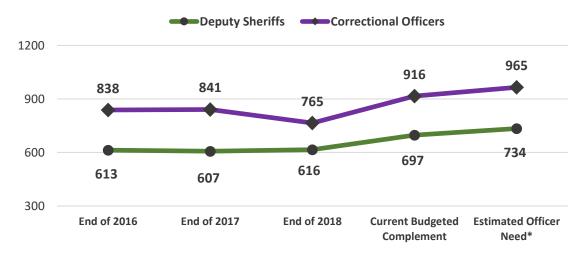
With new officers completing training and by reducing the attrition level, the MPD had an increase in commissioned police officers in 2018! The Shelby County Sheriff's Office had a slight increase in deputy sheriffs as well as a decrease in correctional officers.

Memphis Police Department Commissioned Officer Staffing 2016-2018



Source: MPD. *Estimated need is based on the goal for 2020. Rev. 1/19

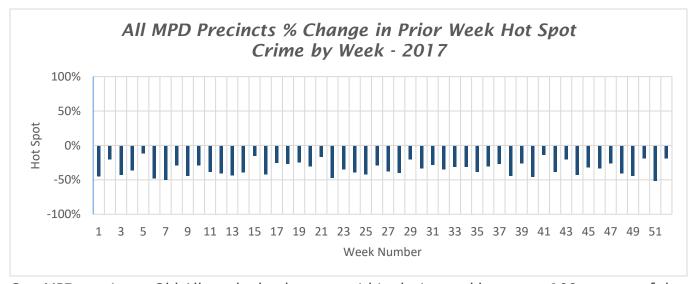
Shelby County Sheriff's Office Staffing 2016-2018



<u>DATA-DRIVEN POLICING</u> – Another important objective of the OSC plan is renewed commitment to data-driven policing. An assessment by the University of Memphis' Public Safety Institute (PSI) of data-driven police practices by the Memphis Police Department (MPD) in 2017 indicated an immediate positive impact on the level of crime within identified "hot spots."

Through the data-driven process used by the MPD, geographic hot spots are selected in each precinct each week based on the number of crimes reported in specified categories (robberies, aggravated assaults, burglaries, auto thefts, and thefts from autos). As part of the assessment, the PSI looked at whether reported crimes in the specified categories declined the week after a hot spot was identified.

The assessment revealed that, when looking at all nine MPD precincts together, crimes in the specified categories decreased within the designated hot spots 100 percent of the time in 2017 (all 52 weeks). On average, the number of reported crimes in the specified categories decreased in each precinct by more than 10 during the week after hot spots were designated. The Tillman MPD precinct had the highest average decrease – an average decline of 14.85 reported crimes.



One MPD precinct - Old Allen - had a decrease within designated hot spots 100 percent of the time (all 52 weeks). Three other MPD precincts - Crump, Tillman, and Airways - had decreases over 90 percent of the time.

The decline in reported crimes in the designated hot spots does not account for factors such as crime displacement (crime decreasing in one area but moving to another area). In addition, the assessment did not analyze the data to determine the degree to which crime reductions in hot spot areas were sustainable over time given the MPD's current resources.

In 2019, the PSI plans to conduct an additional assessment that includes an examination of whether crime reductions in hot spot areas are sustained over time.

The full report on the assessment may be viewed on the PSI's website at https://www.memphis.edu/psi/research.

ADMINISTRATIVE SANCTIONS SYSTEM FOR STATE PROBATIONERS AND PAROLEES -

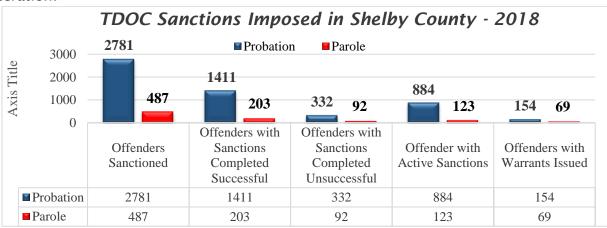
In 2014, then Governor Bill Haslam established the Governor's Task Force on Sentencing and Recidivism, co-chaired by then Commissioner of the Tennessee Department of Safety and Homeland Security Bill Gibbons, now serving as president of the Crime Commission. (Four current members of the Crime Commission board served on the task force - District Attorney Amy Weirich, State Representative John DeBerry, Criminal Court Judge John Campbell, and Blair Taylor of Memphis Tomorrow.)

The task force recommended the development of swift, certain and proportionate responses for non-compliance with probation and parole conditions that do not constitute new criminal offenses, with the goal of providing immediate responses and repercussions designed to curtail non-compliant behavior without resulting in incarceration. (The task force noted that some 40 percent of admissions to Tennessee Department of Correction facilities were for violations of conditions of probation or parole that did not involve commission of a new criminal offense!)

In 2016, Governor Haslam proposed and the General Assembly enacted the Public Safety Act, which, in part, directed the Department of Correction to adopt a system of graduated sanctions for noncompliance with community supervision conditions based upon the severity of the violation and the individual's risk level.

Part of the OSC plan is effective implementation of this new system of administrative sanctions in Shelby County. The Crime Commission has been monitoring implementation of the new system in Shelby County.

The accompanying chart shows the status of administrative sanctions imposed on those under probation or parole supervision in Shelby County in 2018. In 2018, 3,268 individuals under supervision (2,781 probationers and 487 parolees) were sanctioned in some form, and 1,614 sanctions were successfully completed. Another 1,007 sanctions were still being implemented at the end of 2018. Of those facing sanctions, 424 were unsuccessful in meeting the sanction requirements and went to the next level of sanctioning. Only 223 had warrants issued for reincarceration.



Source: Tennessee Department of Correction (TDOC)

The Public Safety Institute at the University of Memphis is conducting an evaluation of the administrative sanctions system in Shelby County, including an in-depth look at the reasons for sanctions and the level of repeat criminal offenders among those under the new system compared to the level of repeat offenders prior to the new system.

YOUTH ASSESSMENT CENTER – Plans for opening the Shelby County Youth Assessment Center (YAC) on a pilot basis moved forward in 2018. The Shelby County Board of Commissioners approved a \$500,000 contract with the University of Tennessee Health Science Center (UTHSC) to begin operation of the center on a pilot basis in 2019 for one year, with the option to renew the agreement for an additional three years. The program will be run through UTHSC's Center for Health in Justice Involved Youth headed by Dr. Altha Stewart.

Establishment of the YAC is a key objective of the OSC crime reduction plan. The accompanying chart reflects the number and percentage of repeat delinquency offenders for calendar years



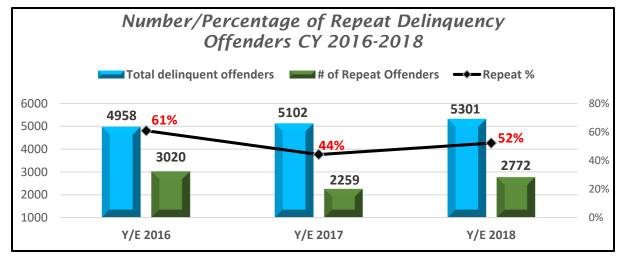
Shelby County Mayor Lee Harris

2016, 2017, and 2018. In 2018, over half were repeat offenders. The center is designed to more effectively address the needs and challenges of youthful offenders on the front end and reduce the likelihood of repeat offenses.

Youth may voluntarily come for assessment upon referral by family or school, or through law enforcement escort, with no contact with the formal juvenile justice system. The center's primary goals will include (1) diverting youth from the juvenile justice system for lower level offenses, consistent with public safety; (2) increasing effectiveness in the use of limited community resources; and (3) serving as a resource to facilitate better relationships among youth, families, the community, service agencies, and components of the justice system.

The program will be evaluated during the pilot phase to help determine whether it should be expanded to cover all youth in Shelby County who meet certain criteria.

Initially proposed by former County Mayor Mark Luttrell, the agreement between Shelby County and UTHSC is supported strongly by new County Mayor Lee Harris.



Source: Shelby County Juvenile Court Rev 1/19



OPERATION: SAFE COMMUNITY MOVING FORWARD

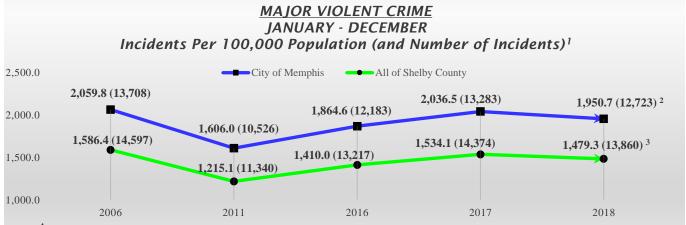
In 2019, we must build on the momentum generated in 2018 with a healthy sense of urgency. As Mayor Strickland has noted, reducing violent crime in particular is our No. 1 priority as a community. The Crime Commission looks forward to working with its partners in 2019 to advance implementation of the OSC plan to make our community safer. The Crime Commission is committed to implementation of a crime plan designed to achieve measurable, near-term reductions in crime with clear benchmarks, including gun and gang violence, youth violence, and domestic violence.

CRIME TRENDS

In measuring overall crime rates and trends, the Crime Commission (and the Public Safety Institute) use data reported by local enforcement agencies to the Tennessee Incident Based Reporting System (TIBRS), which was developed and is maintained by the Tennessee Bureau of Investigation. An incident is defined in TIBRS as "one or more offenses committed by the same offender, or group of offenders acting in concert, at the same time and place." Reported major violent crimes and domestic violence offenses, however, uniquely refer to a victim count versus an incident count. All rates are calculated based on per 100,000 population.

Through the media, on a quarterly basis, the Crime Commission and the Public Safety Institute issue jointly crime data for both Memphis and all of Shelby County, including the numbers and rates per 100,000 population for overall crime, major violent crime, major property crime and domestic violence. The data is posted on the Crime Commission website quarterly as well.

The accompanying charts show both the rates and number of reported incidents in these four categories for both Memphis and all of Shelby County for 2018 as well as 2006, 2011, 2016, and 2017. (2006 is included because it is the year in which high crime numbers and rates resulted in the first five-year OSC crime plan [2007-2011]. 2011 is included because it represents the low point in reported violent crime incidents. 2016 represents the baseline year for the current OSC crime plan).



² Includes murders, forcible rapes, robberies, and aggravated assaults. Source: Tennessee Bureau of Investigation (TBI). The 2018 TBI figures are preliminary.

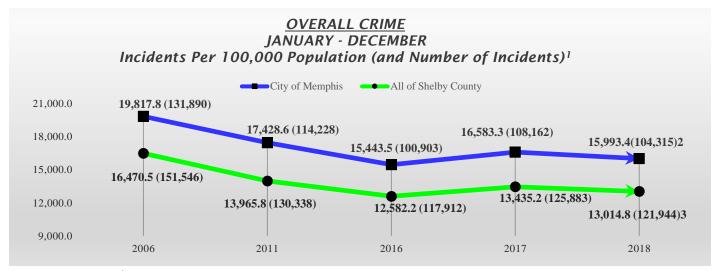
³ The 2018 figure is a <u>decrease</u> of 5.3 percent from 2006 and a <u>decrease</u> of 4.2 percent from 2017 in the city of Memphis.

The 2018 figure is a <u>decrease</u> of 6.8 percent from 2006 and a <u>decrease</u> of 3.6 percent from 2017 in all of Shelby County.

MAJOR PROPERTY CRIME JANUARY - DECEMBER Incidents Per 100,000 Population (and Number of Incidents)1 City of Memphis ——All of Shelby County 9,500.0 8,658.9 (57,626) 8,000.0 6,491.8 (42,548) $6,429.3 (41,934)^2$ 6,366.4 (41,524) 5,746.4 (37,545) 6,500.0 7,105.3 (65,376) 5,000.0 5,279.6 (49,273) $5,182.0(48,553)^3$ 5,128.4 (48,051) 4,643.4 (43,515) 3,500.0 2006 2011 2016 2017 2018

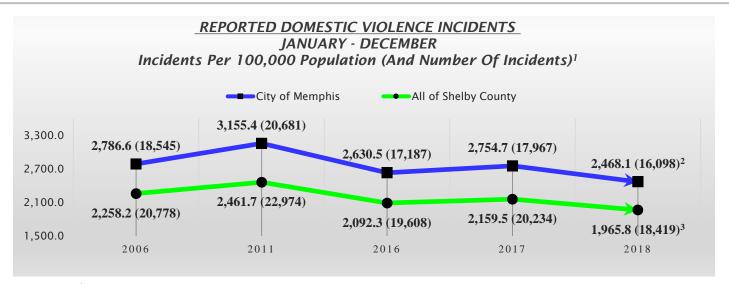
1 Includes burglaries, motor vehicle thefts, and other felony thefts. Source: Tennessee Bureau of Investigation (TBI). The 2018 TBI figures are preliminary.

³ The 2018 figure is a 25.7 percent <u>decrease</u> from 2006 and a 1.0 percent <u>increase</u> from 2017 in the city of Memphis. The 2018 figure is a 27.1 percent <u>decrease</u> from 2006 and a 1.0 percent <u>increase</u> from 2017 in all of Shelby County.



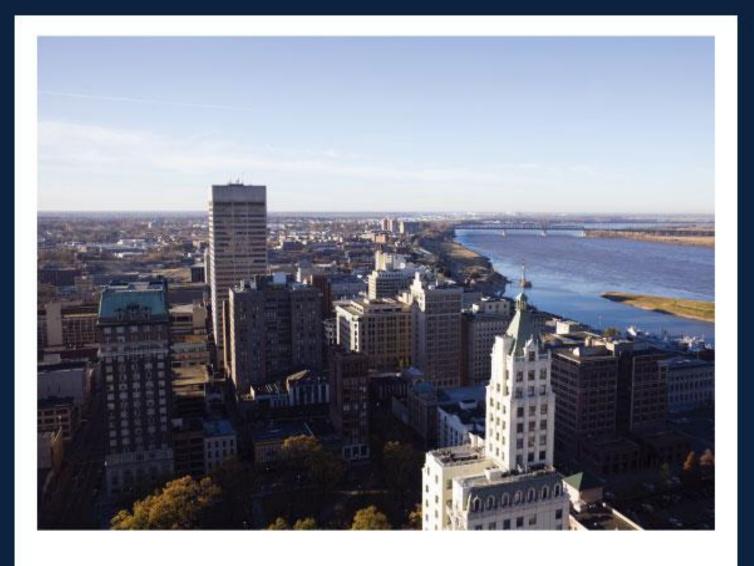
The overall crime rate is measured by 54 separate types of "Group A crimes" tracked by the T.B.I. Source: Tennessee Bureau of Investigation (TBI). The 2018 TBI figures are preliminary.

The 2018 figure is a 19.3 percent decrease from 2006 and a 3.6 percent decrease from 2017 in the city of Memphis. The 2018 figure is a 21.0 percent decrease from 2006 and a 3.1 percent decrease from 2017 for all of Shelby County.



² Source: Tennessee Bureau of Investigation (TBI). The 2018 TBI figures are preliminary.

₃ The 2018 figure is a <u>decrease</u> of 11.4 percent from 2006 and a <u>decrease</u> of 10.4 percent from 2017 in the city of Memphis. The 2018 figure is a decrease of 12.9 percent from 2006 and a decrease of 9.0 percent from 2017 in all of Shelby County.





Prepared and printed by the Memphis Shelby Crime Commission, a 501(c)(3) non-profit.

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