

# **NORTH COUNTY GANG ENFORCEMENT COLLABORATIVE FINAL EVALUATION REPORT**

SEPTEMBER 2009



**Sandy Keaton, M.A.**

**Rebecca Ward**

**Cynthia Burke, Ph.D.**



*401 B Street, Suite 800 • San Diego, CA 92101-4231 • (619) 699-1900*

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As of September 3, 2009

## ABSTRACT

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AUTHOR: San Diego Association of Governments

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401 B Street, Suite 800  
San Diego, CA 92101  
(619) 699-1900  
[www.sandag.org](http://www.sandag.org)

ABSTRACT: In 2007, six jurisdictions in the northern region of San Diego County (Carlsbad, Escondido, Fallbrook, Oceanside, San Marcos, and Vista) came together to collaborate on a Bureau of Justice Assistance (BJA) Edward Byrne Memorial Justice Assistance Grant to address the issue of gangs and violence in their areas through increased communication and collaboration. In addition to the law enforcement agencies in these six jurisdictions, other partners included the California Highway Patrol, Probation, Health and Human Services Children's Services Bureau, the District Attorney's Office, and Immigration and Customs Enforcement. As part of this effort, process and impact evaluations were conducted by SANDAG. This final report documents project implementation, staff's perspective, any challenges and/or successes experienced, any changes in violent crime in the targeted areas, and progress to improve collaboration and communication. Overall, the findings indicate a greater level of collaboration in the target areas and a 12-month decrease in violent and aggravated assaults.

## ACKNOWLEDGEMENTS

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## **EXECUTIVE SUMMARY**



# EXECUTIVE SUMMARY

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## INTRODUCTION

The presence of gangs in a community poses a threat to public safety, as well as life overall. The primary reason for this risk is the well documented nexus between gangs, delinquency, and crime. As such, reducing gang activity, whether through prevention, suppression, or enforcement, is viewed by experts in the field as a means of reducing violent crime in a community. In 2007, six jurisdictions in the northern region of San Diego County came together to collaborate on a Bureau of Justice Assistance (BJA) Edward Byrne Memorial Justice Assistance Grant to address the issue of gangs and violence in their cities through increased communication and collaboration. The San Diego County Sheriff's Department (Vista station) served as the lead agency, and was successful in securing the BJA funding to implement coordinated, multi-agency, and intelligence-driven suppression operations in the jurisdictions of Carlsbad, Escondido, Fallbrook, Oceanside, San Marcos, and Vista. These six areas cover approximately 175 square miles and are home to an estimated 655,484 individuals<sup>1</sup>. In addition to the six law enforcement agencies, other partners included the California Highway Patrol, Probation, Health and Human Services Children's Services Bureau, the District Attorney's Office, and Immigration and Customs Enforcement (ICE). While not originally identified as partners in the grant, the Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF), California Department of Corrections and Rehabilitation (i.e., Parole), and the Federal Bureau of Investigations (FBI) participated in some of the operations<sup>2</sup>.

<sup>1</sup> SANDAG, Fast Facts, 2008 estimates.

<sup>2</sup> While originally awarded as a one-year grant, because of two extensions, ultimately the grant

### BYRNE GRANT HIGHLIGHTS

- As part of the Byrne Collaborative, 27 intelligence-driven suppression operations were conducted in the six target areas between January 2008 and June 2009, exceeding the goal of 24.
- Byrne cities experienced a larger one-year **decrease** in violent crime (15%) and aggravated assault (11%) than the rest of the region (3% and 5%, respectively).
- 95 percent of Byrne cases submitted for prosecution were accepted by the District Attorney's Office.
- Arrests were made of 128 gang members and 34 associates representing over 20 different gangs.
- As a result of the Byrne Collaborative a new culture of collaboration was instituted among the six participating jurisdictions, resulting in additional sharing of gang intelligence and gang suppression operations beyond the scope of the grant.
- Byrne Collaborative partners were overwhelmingly satisfied with how the operations were run, reported an increased level of communication, and believed the grant had a positive impact on reducing gang activity in their jurisdictions.

The Criminal Justice Research Division of the San Diego Association of Governments (SANDAG) was invited to be a partner and serve as the evaluator to conduct both a

period was October 2007 to June 30, 2009, with the first operation taking place in January 2008.

process and impact evaluation. Multiple methods were used to collect data, including official crime and prosecution data, gang information, staff surveys, project observations, and project meeting minutes.

## PROJECT DESCRIPTION

### Project Design

The overarching goal of the Byrne Collaborative was to increase communication and coordination among law enforcement agencies that serve six North San Diego county cities to address the issue of gangs and violent crime. The program design for the Byrne Collaborative consisted of five components.

"I have worked numerous operations and have never been more pleased [with] how all the [law enforcement] agencies came together and worked so well as one team. This was a great experience!"

- Key Staff Survey Respondent

1. Utilize a standardized definition of gang-related crime among the participating agencies.
2. Utilize data and analysis to help inform and monitor the project.
3. Convene planning and information sharing meetings to encourage collaboration.
4. Conduct bi-monthly multi-disciplinary suppression operations.
5. Conduct trainings to support suppression operations.

This design was intended to strengthen the suppression model and hopefully create a paradigm shift in how participating jurisdictions communicate and approach their gang issues.

### Suppression Operations

At the core of the project design was the goal of conducting a minimum of 24 multi-agency intelligence-driven suppression operations, with each of the above activities designed to support the operations. The original schedule was for two operations to occur per month and each city to host at least two of these over the course of the grant. The host agency was responsible for creating the operation plan, coordinating the personnel, creating the teams, compiling the statistics, and handling all the logistics for that operation. The basic structure of the suppression operations entailed targeted searches and saturation patrols. One unique feature of the Byrne grant was that each team would consist of officers from different jurisdictions to encourage sharing of information and relationship building.

Overall, partners collaborated on 27 operations, with at least one operation conducted each month through February 2009, and additional operations in May and June 2009. The majority of operations occurred on Fridays or Saturdays from 4:00 pm to 2:00 am. In addition to participating in the operations, Probation provided needed intelligence information on targeted probationers. When necessary, the structure of the operations was altered to meet the particular needs of the community. For example, to increase the efficiency of the operation one operation that targeted the beach area utilized a Sky Watch mobile surveillance tower and another employed officers on bicycles to move around the town.

An average of 61 representatives (range 43 to 77, SD = 7.9) from 12 agencies (range 9 to 14, SD = 1.2) participated in each operation, demonstrating a commitment to the collaboration. In addition to the grant-identified participants, State Parole, FBI, and

ATF provided agents for some operations; and other agencies provided extra staff at some operations at no cost to the project.

### Program Coordination

A crucial component of the project design was the monthly project meetings that were led by a Sheriff's Lieutenant in charge of the project management. The meetings involved the core partners and provided the venue to exchange vital information (e.g., recent crime hot spots or active gang issues), organize upcoming operations, debrief on prior operations, conduct trainings, and maintain consistent communication among partners.

### Collaboration and Communication

A unique aspect of the Byrne project was the focus on creating a collaboration to increase communication and trust among neighboring jurisdictions that would be sustainable beyond the period of the grant. Through this process, the intention of increasing collaboration was to facilitate more informed and effective suppression operations and gang reduction activities. Feedback from partners, as well as the new practice of the agencies calling upon each other to support additional non-Byrne funded gang operations, was evidence that the project did achieve this goal. Responses from the staff survey indicated an improved level of communication, information sharing, and a commitment to sustain the collaboration (Table 1).

"I am aware of several incidents where gang units from other cities have rolled in to help a neighboring city that is getting 'overrun'. This ...is now a general rule of thumb, thanks to the grant. Other agencies don't hesitate to ask for assistance and at the same time agencies are more willing to give up officers/deputies to help other cities."

- Key Staff Survey respondent

**Table 1**  
**STAFF SURVEY RESPONDENTS FELT BYRNE GRANT INCREASED COLLABORATION**

More Effective Coordination	100%
Information Sharing Increased	99%
Communication Increased	99%
Better Fulfill Agency Mission	99%
Continue Collaboration	93%
<b>TOTAL</b>	<b>70 - 73</b>

*NOTE: Cases with missing information not included.*

*SOURCES: SANDAG; North County Gang Enforcement Collaborative Key Staff Survey, 2009*

Ultimately, this increased willingness to work more collaboratively could have the greatest long-term impact on gang activity in the North County region of San Diego County.

## PROJECT OUTCOMES

### Impact on Crime

As a result of the Byrne operations, 585 arrests were made (average 21.7 per operation,  $\underline{SD}$  = 8.7), including 162 arrests of documented gang members and associates (28% of the total; average 6.0 per operation,  $\underline{SD}$  = 4.9). The majority of the arrestees were male (94%) and adult (83%). In addition to the arrests that were made, the suppression operations gave law enforcement the chance to make contacts that would not have otherwise occurred, including conducting searches of probationers and parolees and reminding these individuals they were under supervision. As a result of the operations:

- ◆ 1,589 field interviews, 651 probation searches, and 331 parole searches were conducted;
- ◆ 306 citations were issued;
- ◆ 94 vehicles were towed;

- ◆ 63 ICE holds were issued;
- ◆ 5 stolen vehicles were recovered; and
- ◆ 4 firearms were seized.

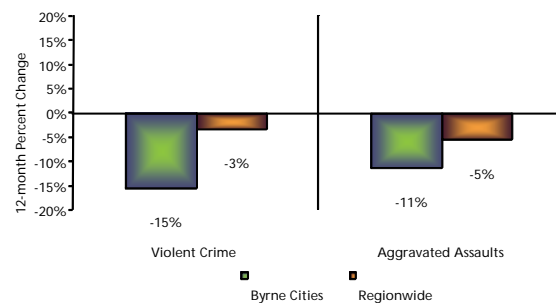
What is missing in these raw numbers is the broader picture of the effects of the Byrne Grant operations. It was clear from staff feedback that the operations had a ripple effect in each of the target communities. Examples of these are the following reports from officers who participated in the Byrne Collaborative:

- ◆ Two members of a local tagging crew were found to have concealed knives in their possession. Based on the subjects' statements at the scene, the officers concluded that an assault had been prevented.
- ◆ Patrol officers contacted a vice detective working with the collaborative regarding a 15-year old prostitute they had in custody. The case involved a gang member from another city who had been pimping throughout the region. Fortunately, the detective was working with an officer from the other city who provided valuable information on the gang member. The case developed into a significant human trafficking investigation.
- ◆ Two suspects arrested during the commission of a burglary told officers they had planned to commit the crime the previous Saturday (during an operation), but were deterred when they saw the number of officers on the streets.

An additional measure of the Byrne Collaborative's impact on crime was comparison of crime in the Byrne areas to the region as a whole, prior to and during the project. Specifically, pre- and post-comparisons between reported violent crimes and aggravated assaults (a proxy for gang-

related crime<sup>3</sup>) revealed a difference in the level of change in crime over time between Byrne cities and the rest of the region overall. As Figure 1 shows, the Byrne jurisdictions experienced a larger one-year percentage drop in both violent crimes (15%) and aggravated assaults (11%) compared to the other areas in the county (3% and 5%, respectively).

**Figure 1**  
**BYRNE JURISDICTIONS EXPERIENCED A GREATER DECREASE IN CRIME BETWEEN 2007 AND 2008 COMPARED TO THE REGION**



SOURCE: SANDAG

### Impact on Gangs

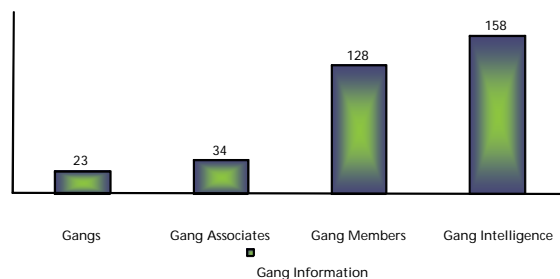
In addition to the arrests and searches conducted during the operations, the immediate results of the Byrne Collaborative was the number of contacts made with gang members, as well as the additional gang information entered into the intelligence database. A total of 162 gang members and associates were arrested, representing over 20 different gangs in the area. Through these arrests, law enforcement gained intelligence information on 158 gang members and associates (Figure 2). Furthermore, survey

<sup>3</sup> While standardizing how gang-related crimes are reported across the county is in process, it was not in place prior to or during the grant period. As such, violent crime and aggravated assaults were chosen as a proxy for "gang-related" crimes.



results from the Byrne participants suggest that the new trust and partnerships that were established will assist in the exchange of valuable information about gang activity across the six cities.

**Figure 2**  
**BYRNE OPERATIONS PROVIDE**  
**ADDITIONAL INFORMATION ON GANGS IN**  
**THE TARGET AREAS**



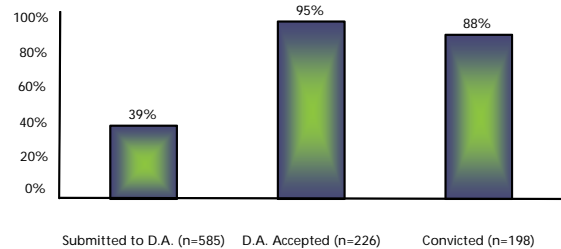
*SOURCE: North County Gang Enforcement Collaborative Tracking Records, 2009*

### Impact on Prosecution

A third objective of the Byrne project was to increase the likelihood of prosecution of gang cases by including the DA's office as a partner. In this role, one Deputy District Attorney (DDA) was tasked with reviewing all cases resulting from Byrne operations. The DDA reviewed the cases for completeness, followed up with the arresting officers for additional information if needed and then routed them to the appropriate prosecuting unit. Additionally, the DDA attended the monthly project meetings and offered suggestions that would improve the likelihood of cases being selected for prosecution. DA investigators also participated in the actual operations. The result of these efforts was a higher than usual acceptance rate by the DA's office for prosecuting cases. That is, over one-third (39%) of all Byrne arrest cases were submitted

to the DA's office and nearly all (95%) of them were accepted for prosecution, with 88 percent resulting in a conviction (Figure 3).

**Figure 3**  
**MORE THAN NINE OUT OF TEN BYRNE**  
**CASES SUBMITTED TO THE DA WERE**  
**ACCEPTED**



*SOURCES: SANDAG; District Attorney's Case Management System, 2008-2009*

### RECOMMENDATIONS

Based on the results of this study, especially on the feedback received from the Byrne Collaborative participants, the following recommendations are put forth for consideration if San Diego's Byrne grant project design is replicated.

- ◆ **Strengthen the coordination by creating formal linkages with other gang reduction activities in the target areas:** The feedback received from those involved in the Byrne Collaborative suggest that a more coordinated and cohesive law enforcement approach now exists to address gang activity in the North region of the county. Because the research strongly suggests a comprehensive approach to reducing gangs and gang activity, it might be timely to approach the other organizations in the area that are also working on the issue to formalize the coordination.

- ◆ **Re-examine the composition of the targeted search:** Some officers did not feel that the probation searches were a productive use of their time. One possible solution might be to reduce the number of units involved in the searches, therefore freeing up officer time to address other target hotspots.
- ◆ **Expand suppression targets to include gun seizures:** Escondido conducted its own operation focused solely on probationers and parolees with gun conditions. Because of the nexus between guns and gangs, this might be a type of operation that could be incorporated when planning different types of operations.
- ◆ **Focus on multi-jurisdictional operations:** One of the final operations to occur as part of the Byrne Collaborative involved a multi-jurisdictional operational plan, which included targeting four of the six cities. Rather than focusing the entire operation in one city, the operation involved targets in multiple cities and patrols saturated one city at a time. This type of model might be useful in addressing one of the concerns about the operations being too long and intensive for some of the jurisdictions.
- ◆ **Support regionwide definition of gang-related activity:** During the course of the grant period, the Chiefs and Sheriff, and their second in command of the law enforcement agencies in the county gathered to discuss a universal approach to defining and documenting gang activity. At the time of writing this report, this effort is still in process but continued support would only strengthen what has been put in motion by the Byrne Collaborative.

**CHAPTER 1**  
**INTRODUCTION AND PROJECT**  
**BACKGROUND**



# CHAPTER 1

## INTRODUCTION AND PROJECT BACKGROUND

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### INTRODUCTION

The presence of gangs in a community poses a threat to public safety, as well as the quality of life overall. The primary reason for this risk is the well documented nexus between gangs, delinquency, and crime (Braga, McDevitt, & Pierce, 2006; Howell & Egley, 2005). As such, reducing gang activity, whether through prevention, suppression, or enforcement, is viewed as a means of reducing violent crime in a community (Thornberry, Krohn, Lizotte, Smith, & Tobin, 2003; National Gang Intelligence Center (NGIC), 2009). In 2007, six jurisdictions in the northern region of San Diego County came together to collaborate on a Bureau of Justice Assistance (BJA) Edward Byrne Memorial Justice Assistance Grant to address the issue of gangs and violence in their communities. The San Diego County Sheriff's Department (Vista station) acted as the lead agency, and was successful in securing the BJA funding to implement coordinated, multi-agency, and intelligence-driven suppression operations in the jurisdictions of Carlsbad, Escondido, Fallbrook, Oceanside, San Marcos, and Vista. These six jurisdictions cover approximately 175 square miles and are home to an estimated 655,484 individuals<sup>1</sup>. Originally, the one year grant was scheduled to run from October 2007 to September 2008; however, delays in startup due to fires that broke out across San Diego County, along with a requested extension, altered the actual period of the grant. Ultimately, the first operations took place in January 2008 and the grant ended in June 2009. The following chapter provides an overview of the scope of the gang issue nationally and locally, the methods used to address gangs, and the description of the Byrne Collaborative in North San Diego County.

### PROJECT BACKGROUND

#### Scope of the Gang Problem

Understanding the true scope of gangs and the associated criminal activity is consistently hampered by different reporting standards, varying data collection capabilities, and a lack of a uniform definition of gang activity (Bursik & Grasmick, 2006; Egley, Major, & Howell, 2006; Fisher, Montgomery, & Gardner, 2008). Specifically, how gang-related crime is tabulated varies depending on how broadly a definition is applied. The two commonly used definitions include incidents that were "gang motivated" (e.g., an assault by a rival gang member) and incidents where the individual who committed the crime was a gang member regardless of motive (e.g., stole a car). This lack of consensus impacts the numbers reported on gang-related crimes and creates a barrier to gathering a true picture of how a jurisdiction is affected by gangs.

With these qualifications, reports from law enforcement and researchers note the resurgence of gang problems in the mid-1980s with steady increases through the mid-1990s. This period was followed by a decline through the beginning of the 2000s, with a recent resurgence evident since

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<sup>1</sup> SANDAG, Fast Facts, 2008 estimates

2005 (National Youth Gang Center (NYGC), 2009). A recent report released by the National Gangs Intelligence Center (NGIC) estimates that as of September 2008, there are approximately one million gang members belonging to around 20,000 gangs in the United States (2009). While Los Angeles and Chicago are probably the most notorious cities for having gang problems, gangs have been migrating from larger urban settings to suburban and rural areas (NGIC, 2009). The Office of Juvenile Justice and Delinquency Prevention (OJJDP) discovered through their 2007 national survey of law enforcement agencies that the greatest increase from 2002 to 2007 in juvenile gangs and gang members was found in suburban counties (33%), smaller cities (27%), and rural areas (24%), compared to larger cities (12%). However, larger cities still accounted for the majority of gang problems (86%) and members (81%) (Egley & O'Donnell, 2009).

Focusing on San Diego County, there are approximately 147 gangs and 7,061 gang members (San Diego Police Department, 2009), with the six jurisdictions collaborating on the Byrne grant having 20 identified gangs and 1,619 documented members. The size of the gangs in the six jurisdictions range from 4 to 213 members, with most gangs having about 20 to 100 members. In addition, law enforcement had identified 1,265 gang associates<sup>2</sup> in the region.

Adding to the overall picture of the scope of the gang problem in these targeted areas are data about probationers living within the six jurisdictions. According to the San Diego County Probation Department, there are 4,270 probationers (3,179 adult and 1,091 juvenile) living within these areas. Of these probationers, 650 (15%) are in gangs and/or have gang conditions attached to their probation. Probation data show that probationers in gangs are more likely to have committed crimes against persons (e.g., aggravated assault) than their non-gang counterparts and, for those between the ages of 18 and 30, are more likely to have had a weapons offense as their highest charge (San Diego County Probation, 2007).

As to the impact gangs have on crime, research has shown a strong correlation between membership in gangs and criminal activity (Johnson, Webster, & Connors, 1995; Thornberry, et. al., 2003). Whether this is because gangs facilitate criminal activity (affiliation with the group accelerates crime) or because of self-selection (individuals prone to criminal acts gravitate towards gangs), the fact remains that criminal activity is synonymous with gangs (Tita & Ridgeway, 2009). The use of firearms, sale of drugs, and homicides are three criminal activities often associated with gangs (NGIC, 2009). Law enforcement agencies across the nation have reported that gangs account for as much as 80 percent of crime in some communities (NGIC, 2009). Despite the lack of clarity in the definition and scope of gangs, there is consistency in the disproportionate gang involvement in crime.

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<sup>2</sup> These are individuals who have not met law enforcement's eligibility criteria for documentation as a gang member.

## Defining Gangs and Membership

Not only is an accurate definition of gang membership helpful in understanding the scope of the problem, it is crucial in the prosecution of an individual, as there are severe penalties associated with crimes committed by gang members and misidentification can have a devastating impact on the individual or the community depending on the outcome. However, as noted earlier, how a gang, gang membership, and more specifically a gang-related crime are defined is a point of debate. This struggle for uniformity is seen throughout the literature on gangs and gang research (Fisher, Montgomery, & Gardner, 2008; Howell, 2000; Maxson, 1998; BJA, 1998). Despite this lack of a universal definition, common characteristics of gang membership include a shared identity to a group and participation in criminal acts.

### 186.22 Definition of a Gang

- “criminal street gang” means any ongoing organization, association, or group of three or more persons, whether formal or informal, having as one of its primary activities the commission of one or more of the criminal acts ...;
- having a common name or common identifying sign or symbol, and whose members individually or collectively engage in or have engaged in a pattern of criminal gang activity.

This definitional conundrum has not precluded policy makers from institutionalizing guidelines that serve to identify individuals as gang members and groups as gangs. California legislation is a perfect example of this occurring. In response to its perceived gang crisis in the 1980s, California enacted the Street Terrorism Enforcement and Prevention Act (PC 186.20 et. seq. or STEP Act) in 1988<sup>3</sup>. This legislation criminalized gang activity and also provided enhanced penalties for gang-related crimes. Furthermore, with the inclusion of a notification clause, the STEP Act established a registry system for gang members in which individuals who are gang-identified are notified of such and, therefore, subject to the harsher penalties associated with the STEP Act. This legislation is often used by law enforcement and prosecution as a guidepost for identifying gang members and gang activity.

However, it should be noted that while the STEP Act was quickly used as a model by other states to enact similar legislation, concerns have been raised that it is vague and allows too much discretion in its application (Bjerregaard, 2003). One primary reason for the concern is the discretion associated with the guidelines for identifying an individual as a “gang member”. Specifically, there are varying levels of involvement (e.g., hard core member versus “wannabes”) in gangs, as well as a type of revolving door that can lead to erroneous or premature labeling an individual as a gang member. Furthermore, those criteria used to identify one as a gang member are open to much interpretation (e.g., gang clothing and colors could simply be teen culture). While it is beyond the scope of this report to go into detail regarding this debate, it is sufficient to note that much of gang enforcement in California and San Diego County is guided by the STEP Act and it is influential in how law enforcement organizations define and hold individuals accountable for participating in a gang .

<sup>3</sup> California Penal Code Section 186.22 (Extracted from California Penal Code Section 186.20 and known as the California Street Terrorism Enforcement and Prevention Act).

## Reducing Gangs and Gang Activity

Dealing with gangs and the negative impact they have on a community is a complex and challenging problem for both law enforcement and the community. What has arisen from the various efforts over the years can be distilled into a few basic approaches: prevention, intervention, and enforcement/suppression (Bjerregaard, 2003; Howell, 2003). Prevention is primarily aimed at diverting gang membership, interventions focus on extracting and redirecting members away from gangs, and enforcement and suppression activities involve arresting, prosecuting, and removing members from the community. The research on the effectiveness of these different modalities highlights a lack of best practices in the area of reducing gang activity. While there are examples of positive outcomes associated with different modes of intervention (i.e., Boston's Project Ceasefire), the results from the replication in other cities, as well as the inclusion of rigorous evaluation, are still a weak point in understanding the effectiveness the interventions. Additionally, several studies of gang intervention have shown mixed results at best, with evidence showing only short-term results or a lack of any significant positive results (Klein & Maxson, 2006; Greene & Pranis, 2007). Complicating this challenge is the complexity of gangs, including their diversity in structure, membership, history, and geographic location.

What approach a community or jurisdiction takes to address gangs is often influenced by their perspective of the problem. Those efforts that attempt to prevent or encourage desistance from gangs are in alignment with what Maxson and Klein have labeled the "gang transformation" approach or supporting individuals to either not enter or to leave gangs. For example, Father Boyle's Homeboy Inc. is focused on offering individuals an alternative choice (such as employment) to joining gangs. On the other hand, one of the more prevalent responses by law enforcement organizations is that of "gang deterrence", which seeks to reduce or stop gang violence and often involves tactics such as civil injunctions, legislative enhancements that mandate stiffer sentencing, and suppression operations. While no one approach has been deemed most effective, research has recommended that a combination of these approaches (prevention, intervention, and enforcement/suppression) is better able to impact gangs and reduce gang membership (Howell, 2003; NYGC, 2007). That is, while no gang reduction panacea exists, an approach that is able to incorporate a variety of methods to address the multiple layers associated with gangs is seen as a stronger and more promising approach (Klein & Maxson, 2006; Johnson, Webster, & Connors, 1995).

Understanding that a comprehensive approach is recommended to reduce gangs, the Byrne monies were targeting a piece in the puzzle, which is to increase the capacity of law enforcement. In San Diego County, this took the form of enhancing suppression activities in the Northern region of the county among six neighboring jurisdictions. Building on research that has suggested that suppression activities are ineffective in producing long-term results, San Diego County sought funds to implement a model that was more integrated and data driven in an effort to sustain the efforts beyond the length of the grant. Two criticisms of suppression activities are that they 1) require a substantial investment to sustain and therefore only provide a temporary solution; and 2) that they can displace gang activity from one jurisdiction to the next (Fearn, Decker, & Curry, 2006; Klein & Maxson, 2006; Green & Pranis, 2007). The intention of the San Diego County Byrne project was to build a collaborative foundation that would provide a vehicle for continued suppression partnerships after the grant and to deter displacement by involving each of the surrounding jurisdictions.

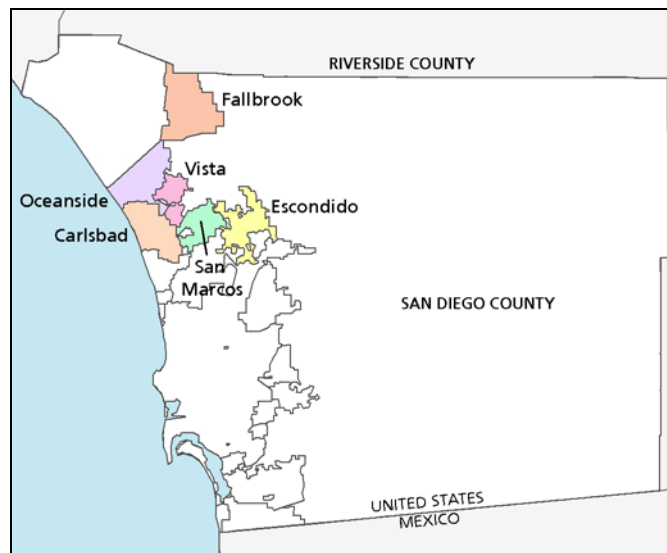


## PROJECT DESCRIPTION

### Core Program Components

As noted earlier, the San Diego County Sheriff's Department was the lead agency in submitting the Byrne grant and facilitating the project once funded. The overarching goal of the project was to increase communication and coordination among law enforcement agencies that serve six North San Diego County jurisdictions to address the issue of gangs and violent crimes. The participating jurisdictions were Fallbrook, San Marcos, and Vista, which are served by the Sheriff, as well as Escondido, Carlsbad, and Oceanside, which each have their own police departments. In addition to the local law enforcement agencies serving the targeted jurisdictions, other partners participating in the project included the California Highway Patrol (CHP), San Diego County Probation, Health and Human Services Children's Services Bureau, the District Attorney's (DA's) Office, Immigration and Customs Enforcement (ICE), Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF), California Department of Corrections and Rehabilitation (i.e., Parole), and the Criminal Justice Research Division of SANDAG. The Byrne Collaborative provided the impetus and resources to begin sharing valuable gang-related and crime intelligence information across jurisdictions in conjunction with a structure to build new relationships with officers doing similar work in the adjacent jurisdictions.

**Figure 1.1**  
**SIX BYRNE TARGET CITIES IN RELATION TO THE COUNTY**



SOURCE: SANDAG

The program design for the Byrne Collaborative consisted of five components:

1. Utilize a standardized definition of gang-related crime among the participating agencies.
2. Utilize data and analysis to help inform and monitor the project.
3. Convene planning and information sharing meetings to encourage collaboration.
4. Conduct bi-monthly, multi-disciplinary suppression operations.
5. Conduct trainings to support suppression operations.

This design, which is described in more detail below, was intended to strengthen the suppression model and was never considered to be the only approach to dealing with gangs in these areas. While beyond the scope of this report to document, each of these jurisdictions has additional resources and a continuum of programs also geared toward addressing their respective gang issues.

### Suppression Operations

At the core of the project design was the goal of conducting a minimum of 24 multi-agency suppression operations, with each of the above activities designed to support the operations. The original schedule was for two operations to occur per month and each city to host at least two of these over the course of the grant. The host agency would be responsible for creating the operation plan, coordinating the personnel, creating the teams, compiling the statistics, and handling all the logistics for that day. One unique feature of the Byrne Collaborative was that each team would consist of officers from different jurisdictions to encourage sharing of information and relationship building. Additionally, prior to each operation, Probation would compile a list of targets that had gang conditions and 4<sup>th</sup> waiver<sup>4</sup> conditions and these would be included in the operation plan. The majority of operations occurred from 4:00 pm to 2:00 am, which included an hour of briefing at the beginning and end of the operation, and were structured to have both saturation and targeted patrols<sup>5</sup>. However, as will be detailed in Chapter 3, because the host agency had the flexibility to determine the structure of the operations that best met its particular need, there was some variability among the operations over the course of the grant.

### Program Coordination

The monthly meetings, which were led by the Vista Sheriff's Lieutenant assigned to the project, included all participating agencies and offered a forum to discuss issues that arose from the previous operations, schedule future operations, and solidify details of the next operation. The meetings were also a means for the researchers to share information received from the data and gather clarifying information. It was during these meetings that participants agreed to use the standard definition outlined in PC 186.22 for defining gangs and gang activity. When necessary, trainings were also provided during the meeting times.

### Involvement of Researchers

Obtaining accurate and consistent data was seen as a valuable component of the Byrne project design, and to support this, SANDAG was asked to join the collaboration. Research staff not only attended all project meetings, but also attended the operations to help ensure accurate and reliable data collection. This level of participation by the evaluation staff provided a valuable opportunity to build trust with the officers, gain anecdotal information, and educate the officers about how data and research can help inform their practices.

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<sup>4</sup> A 4<sup>th</sup> waiver is a parole or probation condition agreeing to waive the Fourth Amendment right against unreasonable searches and seizures.

<sup>5</sup> Saturation patrols are when officers patrol a focused enforcement area, and targeted patrol refers to looking for/conducting searches of individual targets.

## Report Overview

This is the final report documenting both the process and impact outcomes of the Byrne project. While BJA required monthly and semi-annual data reports, the San Diego County Sheriff's Department felt it was important to provide a richer documentation of the process to better understand how the project was implemented, to measure more locally focused outcomes, and to be prepared if there was a call to replicate the project. As such, CJRD conducted the process and impact evaluation utilizing a pre/post design. Several data collection methods were employed, including surveys with key staff, DA's Case Management Records, crime data, and Probation records. The process analysis describes in detail how the project was implemented, staff's perspective, and documents any challenges and/or successes experienced. The impact evaluation focuses on any changes in violent crime in the targeted areas, as well as progress to improve collaboration and communication.

## SUMMARY

While defining who is a gang member and what is a gang-related crime may be challenging, the issue of gangs is not a new one, with individuals who come together as a part of a formal group to commit crimes remains a significant issue for many communities across the country. As such, in 2007 the San Diego County Sheriff's Department successfully competed for BJA funding to target gang crime and violence in six jurisdictions (served by four different local law enforcement agencies). As part of this project, several objectives were proposed to achieve the goal of strengthening suppression activities through data analysis, collaboration, and more effective information sharing. This final report presents the results of the process and outcome evaluation conducted by SANDAG.

## **CHAPTER 2**

# **EVALUATION METHODOLOGY**



## CHAPTER 2

# EVALUATION METHODOLOGY

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### INTRODUCTION

An integral piece of the Byrne design was the inclusion of an outside evaluator to help document the outcomes and inform the project. To this end, the Criminal Justice Research Division (CJRD) of the San Diego Associations of Governments (SANDAG) was included as a partner to conduct both a process and impact evaluation. Research staff were involved from the very beginning of the process and worked closely with the collaborating partners to document how the project was implemented and what effect the project had on reducing violent crime, and especially gang-related crime, in the targeted areas. The following chapter describes the research design, research questions, data collection efforts, and the analysis plan for the process and impact evaluations.

### RESEARCH DESIGN

#### Process Evaluation

As noted briefly in Chapter One, the primary component of the Byrne Collaborative was to conduct coordinated and informed suppression operations in the participating six cities. To determine if the Byrne grant was implemented as planned, as well as to document any modifications, successes, and/or challenges, several methods were utilized to address the research questions noted below. Because the data collection was also intended to inform the process as the grant progressed, monthly updates were provided to the participants, and evaluation staff compiled and submitted all the required Bureau of Justice Assistance data (BJA).

#### *Research Questions*

The process evaluation was designed to answer the following questions:

1. Was the project implemented as designed?
2. What modifications to the project design were made and why?
3. What was the level of law enforcement activity associated with the suppression operations?
4. How did the project improve collaboration and communication among participating agencies?
5. Did the project implement a standardized definition of gangs and gang activity?
6. What was staff perception of the project?

### *Data Collection Procedures*

**Meeting Minutes:** In order to document how the project was implemented, project modifications, and any challenges or particular successes, research staff attended and prepared minutes at monthly project meetings. This activity addressed research questions 1 through 6.

**Operations Tracking Form:** To address research questions 1, 2, and 3, evaluation staff worked with the Escondido Police Department to create Excel tracking forms that were user-friendly and allowed officers to document law enforcement activity during operations. The form allowed officers to enter team composition, the number of field contacts (i.e., interviews with individuals not resulting in an arrest or citation), parole and probation searches, arrests, and bookings, as well as the number of cars towed and citations given. To support this process and ensure thorough and accurate data were collected, evaluation staff attended the operations to observe and answer questions, and to collect all the forms at the end of the operation. Evaluation staff also cleaned the data monthly and followed up with the lead agency to gather any missing data. Data collected through this process were also submitted to BJA to remain in compliance with the grant-mandated reporting requirements.

**Staff Survey:** To measure staff members' level of satisfaction, gather input on the project's implementation and usefulness, as well as identify areas of success and improvement, a post-survey was distributed to all staff who participated in grant-funded activities. This survey was entered into an Internet-based tool and an e-mail invitation with a link to the survey was sent to Byrne Collaborative meeting participants from each agency who were asked to distribute it to others in their agency who had worked on the collaborative. Respondents were offered the option to request a hard copy to fill out instead of completing the survey online if they preferred, and these were submitted to and entered into the Internet-based tool by SANDAG staff. Data from the surveys were downloaded and analyzed by evaluation staff, and the results are presented in the following section. The survey was designed to answer research questions 4 and 6.

### *Analysis Plan*

Analysis for the process evaluation is primarily qualitative in nature. Descriptive information gained from these data collection efforts is summarized in Chapter 3 to serve as a framework for the results from the impact evaluation.

### **Impact Evaluation**

To determine any impact the Byrne collaborative may have had on communication, collaboration, and reduction of violent and gang-related crime, a pre-post design was used and multiple methodologies were employed.

### *Research Questions*

The impact evaluation was designed to answer the following questions.

1. Did violent and gang-related crime decrease in the target cities?
2. Did the project impact gang members and gang activity?
3. Did arrests that occurred during the operation result in prosecution of gang members?

### *Data Collection Procedures*

In addition to the operation tracking form previously mentioned, archival data were collected to address the above research questions.

**Justice Data:** To measure any change in crime, gangs, and/or prosecution, data were gathered from a variety of justice databases. Specifically, Probation, the District Attorney Case Management System, and Automated Regional Justice Information System (ARJIS)<sup>1</sup> all provided data sets for analysis.

### *Analysis Plan*

To measure the impact the project had in addressing gangs and gang-related crime, a pre-post period design was used, with data gathered 18 months prior to the implementation of the project and compared to data gathered during the project (January 2008 – June 2009). Analyses were also conducted comparing violent crime, and in particular, aggravated assaults<sup>2</sup>, in the targeted six cities to the entire region. Measures of central tendency were conducted.

## **STUDY LIMITATIONS**

While the more rigorous design of a true experimental model is the highest methodological standard, it is often not feasible when conducting action research, as was the case for this current project. While the pre-post design met the needs of the project, there were limitations, which are outlined below, along with steps taken by research staff to mitigate them.

- **Lack of an experimental design:** As noted above, random assignment was not feasible for this project and a pre-post quasi-experimental design was implemented. As such, cause-effect conclusions are not possible because other possible influencing factors (confounding variables) cannot be eliminated and any statements about causality should be avoided. However, the pre-post design did permit some analysis over time (one-year prior to implementation of the grant) and when possible, comparisons were made to the region as whole to put any change in crime into context.

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<sup>1</sup> Because of inconsistency in how gang-related crime is documented throughout the region, the collaborative decided to use a measure that is often viewed as a proxy to gang-related crime which is violent and aggravated assaults.



- ◆ **Lack of universal gang data collection system:** Unfortunately, this study experienced the same challenges as other gang-related studies in gathering consistent data across agencies. While San Diego County is a front runner in sharing data through ARJIS, jurisdictions are not consistent in when and how they code a gang-related crime. To address this issue, it was decided to use violent crime, and specifically aggravated assaults, as a proxy for gang-related crimes. These two types of crimes were selected because of the well-documented nexus between them and gang activity.
- ◆ **Limited access to the gang intelligence system:** Similar to the above issue, the current electronic system in place for documenting gangs in California has very limited access and is designed to support gang intelligence, not available for research purposes. This not only produced a backlog of data being entered, it created a substantial barrier to extracting current gang-related information for comparisons over time. Participating jurisdictions supplied the gang information, however, it was not gathered in a universal form and limited any conclusions from being drawn.

## SUMMARY

To document the process, as well as measure any impact on gang-activity and crime in the six target cities, SANDAG worked closely with the San Diego County Sheriff's Department Vista station to conduct both a process and impact evaluation of the Byrne Collaborative. While an experimental design was not feasible for this project, a pre-post design was used comparing changes in crime prior to the implementation of the Byrne Collaborative to the period of when the Byrne Collaborative was conducting suppression operation. In addition, these changes were also compared to any countywide crime data during the same time period. This latter comparison provided a context to place any changes that may have occurred in the target cities. In addition, all Byrne suppression activities were documented, Byrne Collaborative participants provided input on the project through a post survey, and prosecution and gang data were also gathered. This final report details the process of the Byrne Collaborative and any impact it had on gang activity and crime in the target communities.

## **CHAPTER 3**

### **PROCESS EVALUATION**



## CHAPTER 3

# PROCESS EVALUATION

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### INTRODUCTION

The current chapter provides information pertaining to the process evaluation, which addresses the research questions outlined in Chapter Two. Specifically, details on program implementation, partner meetings, trainings conducted, suppression operations, and any changes in communication and coordination that resulted from the Byrne Collaborative.

### PROCESS OUTCOMES

#### Program Timeline and Implementation

As noted previously, six areas in the northern region of San Diego County came together in 2007 to collaborate on a Bureau of Justice Assistance (BJA) Edward Byrne Memorial Grant to address the issues of gangs and violent crime in their cities. With the San Diego County Sheriff's Department (Vista station) acting as the lead agency, they were successful in securing funding to implement coordinated, multi-agency, and intelligence-driven suppression operations in the cities of Carlsbad, Escondido, Fallbrook, San Marcos, Oceanside, and Vista, and increase communication among law enforcement in these cities. In addition, the California Highway Patrol (CHP), San Diego County Probation and Health and Human Services' Children's Services Bureau, the District Attorney's Office, and Immigration and Customs Enforcement (ICE) agreed to participate, and the San Diego Association of Governments (SANDAG) Criminal Justice Research Division was contracted to conduct the evaluation. Although not grant-funded partners, Alcohol, Tobacco, and Firearms (ATF), Federal Bureau of Investigations (FBI), and State Parole participated in some of the suppression operations.

#### *Timeline*

Originally, the one-year grant was scheduled to run from October 2007 to September 2008; however, due to a natural disaster in the region, extensions were requested, and granted by BJA, extending the grant an additional nine months, through June 2009. The first extension was granted through March 2009 after severe wildfires broke out across San Diego County in October 2007. This event delayed grant activities and impacted agencies and residents with the destruction of homes, mandatory evacuations, and road and business closures. A second extension was granted in March 2009 to allow unobligated funds to be expended by conducting additional suppression operations. Table 3.1 outlines the key milestones of the grant.

**Table 3.1**  
**PROGRAM MILESTONES**  
**OCTOBER 2007 – JUNE 2009**

October 2007	San Diego County Sheriff’s Department receives Edward Byrne Memorial Grant award from the Bureau of Justice Assistance (BJA); Program partners meet; San Diego wild fires impact program start-up and grant end date extended from September 2008 to March 2009
November 2007	Program partner kick-off meeting in Oceanside
January 2008	First suppression operation conducted
September 2008	Original grant end date
March 2009	Original extension end date
April 2009	Extension granted through June 2009
June 2009	Final suppression operation completed

SOURCE: SANDAG

### Project Design

The program design for the Byrne Collaborative consisted of five components intended to enable the collaborative to meet its overall goal of reducing gang and violent crime in North San Diego County. These components are listed below and will be discussed later in this chapter.

1. Utilize a standardized definition of gang-related crime among the participating agencies.
2. Utilize data and analysis to help inform and monitor the project.
3. Convene planning and information sharing meetings to encourage collaboration.
4. Conduct bi-monthly, multi-disciplinary suppression operations.
5. Conduct trainings to support suppression operations.

### Standardized Definition of Gangs and Gang Activity

Recognizing the lack of consistency in defining gang activity, the first task of the NCGEC was to research and develop a standardized definition of gang-related crime, which would then be adopted by the partner agencies. According to California Penal Code Section 186.22 (f), a criminal street gang is an ongoing formal or informal group of three or more persons that commits at least one of a number of criminal acts as its primary activity; has a common name, sign, or symbol; and members who engage in a pattern of criminal gang activity. The partners in the Byrne Collaborative agreed to use Penal Code 186.22 (f) as their definition of gang-related crime. In addition, the California Department of Justice provides ten criteria, at least two of which must be met for law enforcement to document a gang member, or just one if the individual admits membership during a custodial classification interview. The criteria are that an individual:

- ◆ admits gang membership;
- ◆ has been arrested while participating in a crime with known gang members;
- ◆ has been identified as a gang member by a reliable informant or source;

- ◆ has been identified as a gang member by an untested informant that is corroborated by independent information;
- ◆ has been seen associating with documented gang members;
- ◆ has been seen displaying symbols and or hand signs representing a gang;
- ◆ has been frequenting a gang area;
- ◆ has been wearing gang dress specific to their gang;
- ◆ is known to have gang tattoos; and/or
- ◆ claims membership during a custodial classification interview.

Prior to the formation of the Byrne Collaborative, many of the participants knew there was a definition of gang-related crime and criteria for documenting gang members, but did not know them or where to find the information. The Byrne Collaborative worked to educate all participants and ensure everyone used this information.

### **Data and Analysis Were Used to Inform and Monitor the Project**

Part of the program design was to utilize data to determine areas of need and guide the project. To this end, prior to an operation, the agencies involved gathered data on possible targets, which were then added to the operation plan. This included Probation, Parole, and in some cases Children's Services Bureau. This information was provided to the teams, which would result in a visit by the officers the night of the operation. In addition, SANDAG staff utilized various methods to collect data, including the operation tracking form (to document all suppression activities) and key staff survey, results from which were used to inform and monitor the project.

### ***Previously Identified Targets Were Utilized to Help Structure the Operations***

Prior to each operation, Probation compiled lists of targets in the operation area that had gang and/or 4th waiver conditions. Children's Services Bureau and ICE also compiled target lists consisting of anyone in the area with an open case or warrant. Other agencies could submit targets if individuals involved in their investigations were thought to be in the operation area. This allowed the host agency to group targets by location and assign squads to conduct searches during the operations. A common operation plan involved first conducting saturated patrols, which were intended to encourage targets to leave the streets and hopefully return to their homes where they could be located when the searches started. Officers frequently noted that when the saturated patrols started, individuals of interest quickly shared that information with others and deserted the streets. After the patrols, the officer sent out teams to conduct the targeted searches.

### ***"Operation Tracking Form" Enabled Data Collection During Suppression Operations***

In order to facilitate data collection, a "stat sheet" (Appendix A) was developed by the Escondido Police Department sergeant and completed by each team during each operation. This sheet allowed teams to record information on arrests made, crime reports taken, citations and field interviews completed, and other information necessary for the evaluation and of interest to the collaborative. Evaluation staff was on hand at the operations to answer questions, help collect the stats sheets, and conduct quality control. The operation host was responsible for ensuring all stats sheets were turned in, finding any missing information, and entering the data into an Excel spreadsheet. The

file was then sent to SANDAG to be cleaned. The data from each operation were then entered into tables which were shared with the partners at the monthly meetings, providing immediate feedback on progress being made as a result of the operations.

**Survey Provided Staff Input About the Effects of the Project**

In order to learn about the successes and challenges of the Byrne Collaborative, staff members who participated in the collaborative were asked their opinions on various topics. A key staff survey was

“The collaboration amongst the partner agencies was beneficial beyond description. The jurisdictional boundaries whether real or perceived that were present before the Byrne Grant are now gone.”

- Key Staff Survey respondent

created and distributed in January 2009 (Appendix B). A total of 74 staff members, representing 14 agencies, completed the survey. As Table 3.2 shows, at least one staff member from each key agency in the collaborative responded to the survey, as did representatives from agencies that were not officially part of the collaborative but had participated in some of the operations (i.e., ATF, FBI, and Parole). Responses indicated that seasoned officers with specific gang knowledge participated in the collaborative. Specifically, over three-quarters (77%) had been working at their agency more than five years, over one-half (58%) were part of a gang unit within their agency, with

50 percent assigned to the gang unit from one to five years (not shown).

**Table 3.2**  
**STAFF SURVEY RESPONDENTS REPRESENTED A VARIETY OF AGENCIES**

Escondido Police Department	18%
Probation Department	12%
California Highway Patrol (CHP)	11%
Oceanside Police Department	11%
Fallbrook Sheriff’s Station	9%
District Attorney	8%
Immigration and Customs Enforcement (ICE)	8%
San Marcos Sheriff’s Station	7%
Vista Sheriff’s Station	7%
Alcohol, Tobacco, and Firearms (ATF)	3%
Children’s Services Bureau	3%
Carlsbad Police Department	1%
Federal Bureau of Investigations (FBI)	1%
State Parole	1%
<b>TOTAL</b>	<b>74%</b>

SOURCE: SANDAG; North County Gang Enforcement Collaborative Key Staff Survey, 2009

## Monthly Meetings and Multi-Agency Suppression Operations Increased Communication and Collaboration

"I transferred from the Gang Unit to Vice/Narcotics. I still use my contacts in other agencies that I made through the Byrne Grant and find them very helpful. I now work alongside Oceanside PD and the Sheriff's Dept. in combating prostitution in North County, which primarily involves gang members. That type of information sharing and collaboration did not exist prior to the Byrne Grant."

- Key Staff Survey respondent

A fundamental component of the Byrne Collaborative, was to increase collaboration and communication among partner agencies in North San Diego County in order to reduce gang-related and violent crime. One way this was accomplished was through monthly meetings among representatives from each partner agency. According to participants, the NCGEC was very successful in this regard. The increase in collaboration and communication is evident in information gathered from the monthly meeting minutes, a brief five-question survey conducted by e-mail in June 2008 with the core group of representatives from each partner agency, and the key staff survey described previously that was distributed in January 2009 to personnel who had participated in the collaborative.

### Meeting Design

Representatives from the six target cities, along with the other participants began meeting monthly in October 2007 to share information and plan grant activities. A total of 20 meetings was held over the course of the grant, with an average of 14 attendees (range 7 to 22,  $SD = 3.7$ ) from 9 agencies (range 6 to 12,  $SD = 1.8$ ) at each meeting (not shown). During these meetings, the partners planned the monthly suppression operations, debriefed prior operations, including discussing what worked well and what could be improved, shared information regarding gang activity in their areas and steps they were taking to deal with gang and violent crime, and discussed ways in which they could collaborate on a smaller scale to deal with gangs and gang members who crossed jurisdictional boundaries. As of this report, the partners continue to meet on a bi-monthly basis and to assist each other in the field when the need arises, evidence of their commitment to this process.

Of the 74 staff who completed the key staff survey in January 2009, over one-third (34%) had attended at least one monthly planning meeting and provided feedback on the usefulness of these meetings. When asked how well the meetings were usually conducted, the responses were overwhelmingly positive. All (100%) of the respondents felt the meetings had an open atmosphere to address concerns, resolve issues, and plan the operations; were well organized; and had useful agendas and minutes. When asked about the frequency of the meetings, 92 percent felt they were conducted frequently enough and only 4 percent each felt they were held too frequently or not frequently enough (not shown).

In addition to the monthly meetings, a larger informational meeting was attended in November 2007 by over 50 agency staff who would later participate in the operations. During this meeting, agency representatives presented on their agencies' roles in the collaborative and the gang and crime situations in their cities. This meeting gave personnel a chance to meet one another and to learn important information that would help them in the operations to come.



### *Multi-Agency Design Increases Collaboration and Communication*

There was agreement during discussions at monthly partner meetings that cooperation and communication between jurisdictions are stronger as a result of the grant partnership. Prior to the implementation of the Byrne Collaborative, participants said, there were a number of barriers to collaboration among agencies, and even among different stations from the same agency (in the case of the Sheriff's Department), particularly at the street level. Reasons cited included institutional procedures, or lack thereof, such as not having protocols in place for working with other agencies, as well as more individual reasons, including not knowing anyone at another agency to call with questions. The NCGEC changed that dramatically, according to participants. Grant partners felt that misconceptions about other jurisdictions quickly disappeared as they began working together toward a common goal and crossing jurisdictional lines. They now had a means to leverage resources and there were a number of times over the course of the grant when one jurisdiction, overwhelmed with gang activity, called on their collaborative partners to send extra officers to help. Evidence of this increased collaboration includes the following.

- ◆ One sergeant noted that in the past, it was difficult to get his agency to agree to send officers out of their city due to concerns about issues such as costs and liability. Because of the grant collaborative, these six agencies are now accustomed to working together. There is no longer hesitation about helping each other because each agency knows that when they need help, the others will be there.
- ◆ Three grant partners collaborated outside the Byrne project to conduct a three-night operation targeting firearms with ATF. In the past, these jurisdictions would likely have run separate operations, but because of the partnerships created through the Byrne Collaborative, they were able to easily set up an operation together. This operation resulted in 12 arrests and 16 firearms seized.
- ◆ In one case, a gang member from one city committed a crime in another city. The case was handled swiftly due to relationships formed through the collaborative, as the sergeants from the two agencies were in contact before arriving on scene.
- ◆ In another case, an arrest was made in an attempted double homicide involving two gangs from one partner jurisdiction. The suspect was living in another jurisdiction and the two agencies worked together to find and arrest the suspect.
- ◆ Another agency representative noted links between Probation and their school resource officers that "would not have occurred if not for the grant."
- ◆ In addition, partners shared information on programs that work in their cities. At least one city is in the process of implementing two programs that worked elsewhere.

Results from the key staff survey further highlight the increases in collaboration and communication experienced by NCGEC participants. All (100%) of the respondents felt their agency/department was coordinating more effectively with others involved in the effort since the implementation of the Byrne Collaborative and said they would participate in a collaborative like this again. Almost all also said that information sharing (99%) and communication (99%) between their agency/department and others increased, they felt their agency was better able to fulfill its mission after collaborating with others on this effort (99%), and they planned to continue working with the Byrne Collaborative partners regarding issues related to gang and violent crime intelligence (93%)

(Table 3.3). In addition, the majority of respondents thought the project activities would result in long-term system changes, including better communication among agencies (93%) and more informed gang intelligence (85%) (not shown).

**Table 3.3**  
**STAFF SURVEY RESPONDENTS FELT BYRNE COLLABORATIVE INCREASED COLLABORATION**

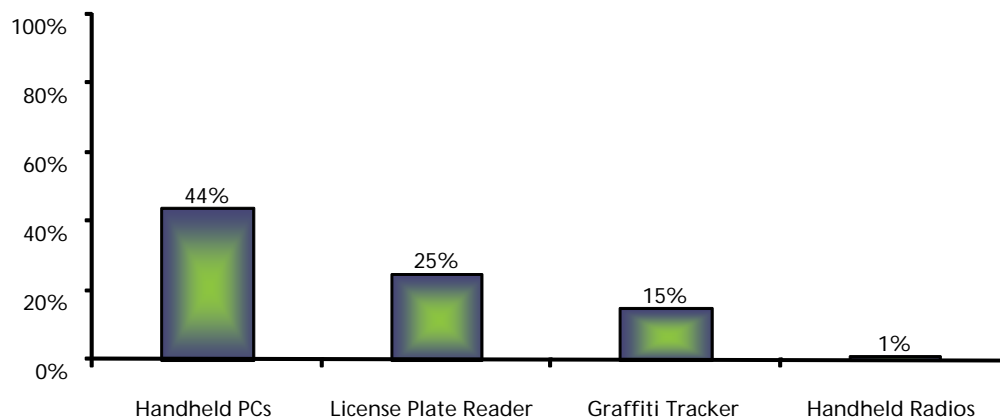
More Effective Coordination	100%
Information Sharing Increased	99%
Communication Increased	99%
Better Fulfill Agency Mission	99%
Continue Collaboration	93%
<b>TOTAL</b>	<b>70 - 73</b>

*NOTE: Cases with missing information are not included.*

*SOURCES: SANDAG; North County Gang Enforcement Collaborative Key Staff Survey, 2009*

As a result of the grant, some agencies and staff gained access to equipment to help them address gangs and gang crime in their cities. This additional equipment included handheld PCs, which were funded by the grant and mentioned by 44 percent of respondents, and license plate readers (25%), Graffiti Tracker<sup>1</sup> (15%), and handheld radios (1%), which were owned or subscribed to by agencies in the collaborative and shared with the partners (Figure 3.1). Overall, about half (49%) of respondents said they had access to additional equipment and almost all of these (97%) said they found the equipment useful in addressing gang crime (not shown).

**Figure 3.1**  
**BYRNE COLLABORATIVE PROVIDED ADDITIONAL EQUIPMENT TO PARTICIPANTS**



**TOTAL = 73**

*NOTES: Cases with missing information not included. Results based on multiple responses.*

*SOURCES: SANDAG; North County Gang Enforcement Collaborative Key Staff Survey, 2009*

<sup>1</sup> Graffiti Tracker is a Web-based intelligence system that allows subscribing agencies to upload pictures of graffiti which are then grouped, cataloged, and analyzed.

## Multi-Disciplinary Suppression Operations Were Conducted Semi-Monthly

### Operation Structure

Over the course of the grant, 27 multi-agency, intelligence-driven suppression operations occurred, each hosted by one of the six partner jurisdictions (Carlsbad, Escondido, Fallbrook, Oceanside, San Marcos, and Vista). Each host agency was responsible for setting up, briefing, and supervising the operations in their city and coordinating with the North County Regional Gang Task Force<sup>2</sup> and San Diego/Imperial County Regional Narcotics Information Network<sup>3</sup> to ensure officer safety and avoid compromising ongoing cases. As noted earlier, prior to each operation, Children's Services Bureau, Probation, and ICE ran data for the operation target area to determine if there were any open cases or wanted targets in the area. Each agency was budgeted to provide the following staff for each operation:

- ◆ one supervisor, four operation deputies, and four transportation and booking deputies (nine total staff) from Vista Sheriff's Station;
- ◆ one supervisor and six officers (seven total staff) from Probation;
- ◆ one supervisor and four deputies/officers (five total staff) per agency from Carlsbad Police Department, CHP, District Attorney, Escondido Police Department, Oceanside Police Department, and San Marcos Sheriff's Station;
- ◆ two deputies from Fallbrook Sheriff's Substation; and
- ◆ one staff member each from Children's Services Bureau and SANDAG.

"I have worked numerous operations and have never been more pleased [with] how all the [law enforcement] agencies came together and worked so well as one team. This was a great experience!"

- Key Staff Survey respondent

During the operations, officers and deputies from different agencies/stations were partnered together in order to aid in better identification of gang members from different cities and promote relationship and communication building. In addition, at least one person on each team was equipped with a handheld PC to allow the team access to various law enforcement online databases, including the Automated Regional Justice Information System (ARJIS) which allowed them

to look up arrestee information, including warrants and 4<sup>th</sup> waiver status, from the field. License plate readers were also utilized during the operations.

Though the host agency was responsible for planning the operation, the other partners had roles to play as well. The transportation officers/deputies were available to transport and book arrestees, allowing those assigned to the operation to stay in the field. Children's Services Bureau staff was available to take care of children that had to be removed from the home during the operation and work with local placement centers to keep the children in North County rather than transporting them to centers in central San Diego. ICE agents were on hand to assist with translations and handle

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<sup>2</sup> North County Regional Gang Task Force members include investigators from over a dozen local, state, and federal agencies who have joined together with the goals of identifying, arresting, prosecuting, and, when possible, deporting members and associates of violent criminal gangs.

<sup>3</sup> The San Diego/Imperial Counties Regional Narcotic Information Network, the intelligence center for the California Border Alliance Group, cooperates and coordinates with the Customs Intelligence Group, Law Enforcement Coordination Centers, and agency intelligence units to provide services including responsive deconfliction, case support, and predictive analysis.

cases involving criminals in the country illegally, and SANDAG staff was available to document operation activities and assist with data collection. The DA's Office, in addition to assigning investigators to the operations, reviewed the reports submitted to the prosecution in an effort to increase the likelihood of the case being accepted by the DA's office for prosecution.

Each operation was ten hours long and, to encourage sharing of information and relationship building, teams consisted of officers from different jurisdictions. Most operations occurred on Saturdays from 4:00 pm to 2:00 am, though three were held on Fridays, five from 2:00 pm to midnight, one from 3:00 pm to 1:00 am, and two from noon to 10:00 pm. Most operations included an hour of briefing at the beginning. A few included an hour debriefing at the end, but in many cases some teams were still in the field or completing paperwork at the end of the operation, so the review was conducted at the monthly meeting. Examples of how operations adapted to meet each jurisdiction's needs included utilization of bicycle patrols during the warmer months to allow law enforcement staff to move through the areas not easily accessible by car (e.g., beach, parks), mobile command posts when the target area for the operation was not near the police or Sheriff's station, and an "eye in the sky" tower to allow staff to monitor the surrounding area and any possible problems that were not as easily viewable from the ground. A prevalent operation plan that was found to be useful was to include both saturated patrols and targeted searches. Early operations conducted targeted patrol first, but found that targets were not home when they arrived. Due to this, many later operations were structured with saturation patrol throughout and targeted patrol in the middle. The major exception to this structure was an operation held at the beach in Oceanside on July 4, 2008. In prior years, Oceanside experienced problems such as fights and other disorderly conduct, including gang-related problems, as thousands of people converged on their beaches to celebrate the Independence Day holiday. Oceanside hoped that having extra patrols provided by the Byrne Collaborative would help to eliminate any issues. There were no major incidents during the 2008 celebration.

#### **General Operation Plan**

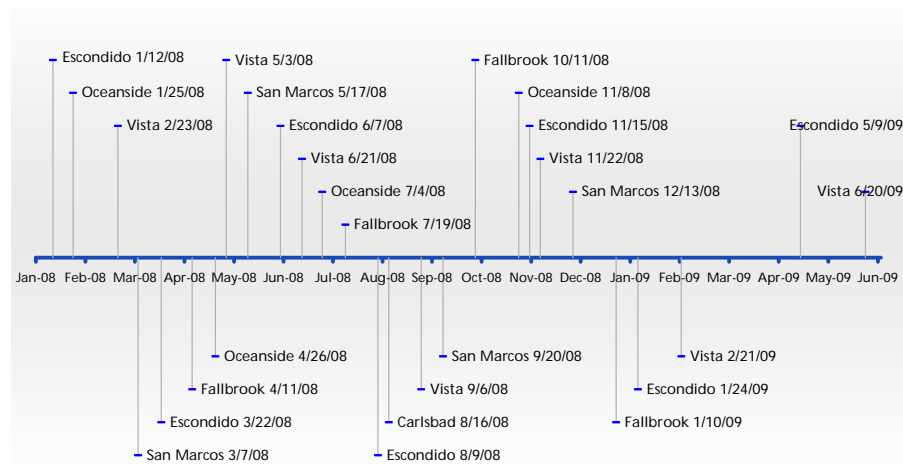
- Ten hours
- Friday or Saturday afternoon/night
- One-hour briefing and debriefing
- Saturation patrol
- Probation, parole, and ICE searches

Though one agency served as the host for each operation, the partner agencies agreed early on to remain flexible and send personnel to another partner city during an operation if the need arose. This was the case several times during the grant period. For example, during an operation in Vista in June 2009, operation participants learned a violent altercation between rival criminal street gangs was anticipated in Carlsbad. A squad from the operation was sent to the neighboring city to conduct saturation patrols. Officers from Carlsbad appreciated the extra support and felt it contributed to there being no incident. During this same operation, the Byrne Collaborative partners received a request for assistance from the city of Oceanside to help monitor the activities of a motorcycle gang. A squad responded and intervened with the gang's activities in a local bar and obtained intelligence on new members. In addition, members of the gang rapidly left the Oceanside area without incident, allowing Oceanside Police to return to basic patrol activities.

### Frequency of Operations

The project exceeded its goal of conducting an average of two operations per month. The first suppression operation was held in January 2008 in Escondido. At least one operation was conducted each month through February 2009, with additional operations in May and June 2009 for a total of 27 (Figure 3.2). Each jurisdiction was expected to host two operations with additional operations assigned on a voluntary basis. Vista hosted seven operations, including one that covered the five cities that are located along the highway 78 corridor (Escondido, San Marcos, Vista, Oceanside, and Carlsbad). The decision to target multiple jurisdictions on the same night came as a result of discussions at the monthly meetings about what worked and did not work during the operations. Specifically, the partners felt activity in the host city decreased greatly once citizens realized so many law enforcement personnel were there. By operating in multiple jurisdictions, they hoped to reduce slow periods throughout the night and suppress crime in the other cities as well as the host city. In addition, Escondido hosted seven operations, Fallbrook, Oceanside, and San Marcos each hosted four, and Carlsbad hosted one<sup>4</sup> (Table 3.4).

**Figure 3.2**  
**AN AVERAGE OF TWO SUPPRESSION OPERATIONS PER MONTH**  
**OCCURRED DURING THE GRANT PERIOD**  
**JANUARY 2008 – JUNE 2009**



SOURCES: SANDAG; North County Gang Enforcement Collaborative Tracking Records, 2009

<sup>4</sup> Carlsbad staff felt bringing the entire collaborative to their city multiple times was unnecessary but participated in the five-city operation.

**Table 3.4**  
**MOST AGENCIES HOSTED MULTIPLE OPERATIONS**  
**JANUARY 2008 – JUNE 2009**

	<b>Number of Operations Hosted</b>
Vista	7
Escondido	7
Fallbrook	4
Oceanside	4
San Marcos	4
Carlsbad	1
<b>TOTAL</b>	<b>27</b>

*SOURCES: SANDAG; North County Gang Enforcement Collaborative Tracking Records, 2009*

### **Operation Attendance**

An average of 61 representatives (range 43 to 77,  $\underline{SD} = 7.9$ ) from 12 agencies (range 9 to 14,  $\underline{SD} = 1.2$ ) participated in each operation, demonstrating a commitment to the collaboration. In addition to the grant-funded participants, ICE provided agents to help plan and participate in the operations, State Parole, FBI, and ATF provided agents for some operations and other agencies provided extra staff at some operations, at no cost to the grant. Table 3.5 shows the number of operations attended and budgeted and actual average participants per operation by agency. Two of the jurisdictions, along with Probation and the DA had representatives at all of the operations. In the case of the other four jurisdictions, unexpected flare-up in gang activity in their community and/or the operation taking place on a holiday (July 4<sup>th</sup>), prohibited them from having the extra officers to send on a particular operation. However, this never occurred more than twice throughout the grant, with each community participating in more than 24 operations.

**Table 3.5**  
**OPERATION PARTICIPATION BY AGENCY**  
**JANUARY 2008 – JUNE 2009**

	<b>Operations Attended</b>	<b>Budgeted Participants Per Operation</b>	<b>Actual Participants per Operation: Average (Range)</b>
Alcohol, Tobacco, and Firearms (ATF)	3	0	.2 (0 – 2)
California Highway Patrol (CHP)	20	5	4.7 (0 – 10)
Carlsbad Police Department	26	5	4.8 (0 – 11)
HHSA - Children’s Services Bureau	20	1	.7 (0 – 1)
District Attorney’s Office	27	5	5.0 (4 – 6)
Escondido Police Department	25	5	7.2 (0 – 20)
Fallbrook Sheriff’s Substation	25	2	2.4 (0 – 8)
Federal Bureau of Investigations (FBI)	2	0	.2 (0 – 4)
Immigration and Customs Enforcement (ICE)	26	0	5.1 (0 – 12)
Oceanside Police Department	27	5	6.3 (4 – 18)
Probation Department	27	7	6.6 (4 – 8)
SANDAG	26	1	1.0 (0 – 1)
San Marcos Sheriff’s Station	25	5	4.6 (0 – 7)
State Parole	17	0	2.2 (0 – 7)
Sheriff’s Transportation	26	4	3.8 (0 – 4)
Vista Sheriff’s Station	27	5	6.3 (4 – 13)
<b>TOTAL</b>	<b>27</b>	<b>49</b>	<b>60.9 (43 – 77)</b>

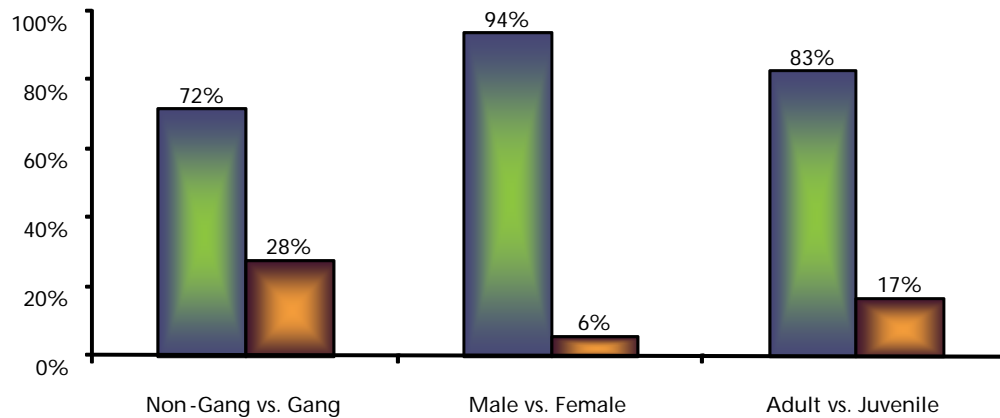
*NOTE: The Probation Department was initially budgeted to provide five staff per operation, but this was increased to seven staff in mid-March 2008.*

*SOURCES: SANDAG; North County Gang Enforcement Collaborative Tracking Records, 2009*

**Level of Law Enforcement Activity Associated With the Operations**

One measure of suppression activities is the number of arrests and bookings that result from an operation. As a result of the Byrne Collaborative operations, 585 arrests were made (average 21.7 per operation, range 8 to 39, SD = 8.7), including 162 arrests of documented gang members and associates (28% of the total; average 6.0 per operation, range 0 to 18, SD = 4.9). The majority of the arrestees were males (94%) and adults (83%) (Figure 3.3).

**Figure 3.3**  
**ADULT MALES WHO WERE NOT DOCUMENTED GANG MEMBERS REPRESENTED THE MAJORITY OF ARRESTS**



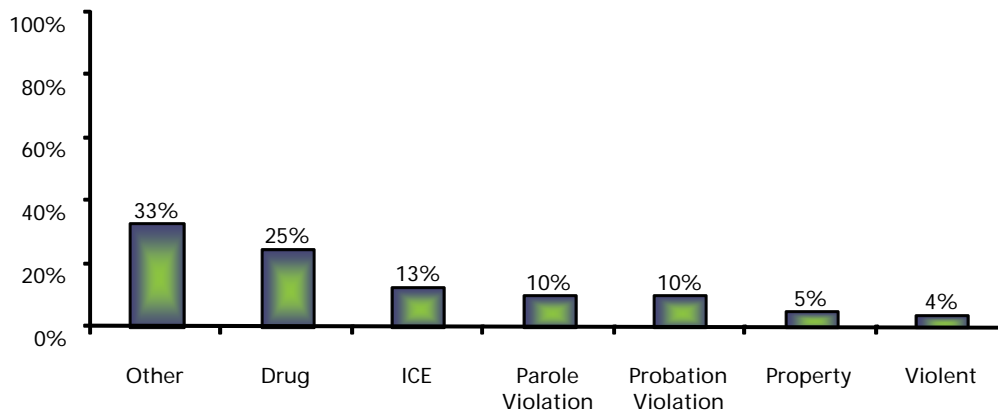
**TOTAL = 585**

*SOURCES: SANDAG; North County Gang Enforcement Collaborative Tracking Records, 2009*

As shown in Figure 3.4, the highest type of charge for one-third (33%) of those arrested was other (e.g., weapons offense, driving under the influence) and one-quarter (25%) were for a drug offense. In addition, 13 percent were ICE arrests, 10 percent each were parole or probation violations, 5 percent were arrests for property offenses, and 4 percent were for violent offenses. Roughly two in five individuals (41%) were arrested on a felony charge and about three-quarters (74%) were booked into jail or juvenile hall (not shown). As an example of the commitment to collaboration shown by the agencies involved, the jail, which is run by the Sheriff's Department, extended its booking policy to allow individuals arrested for lesser misdemeanor charges during Byrne Collaborative operations to be booked even though the jail would not normally have accepted individuals arrested for these lower charges.



**Figure 3.4**  
**OTHER AND DRUG WERE THE HIGHEST CHARGE TYPES FOR NCGEC ARRESTEES**



**TOTAL = 571**

*NOTES: Cases with missing information not included. Type could not be determined for 14 warrant arrests.*

*SOURCES: SANDAG; North County Gang Enforcement Collaborative Tracking Records, 2009*

In an effort to deter crime, participating officers felt that presenting a strong force not only sent a message to the community, but to gang members and associates to be aware of the law enforcement presence in the area. In addition to the arrests that were made, the suppression operations gave the Byrne Collaborative partners the chance to make contacts that may not otherwise have occurred, including conducting searches of probationers and parolees and reminding these individuals they were under supervision. As a result of the operations:

- ◆ 1,589 field interviews, 651 probation searches, and 331 parole searches were conducted;
- ◆ 306 citations were issued;
- ◆ 94 vehicles were towed;
- ◆ 63 ICE holds were issued;
- ◆ 5 stolen vehicles were recovered; and
- ◆ 4 firearms were seized.

"It was a great experience. [I] felt like the Byrne Grant sweeps were effective tools to deter gang-related crime and document active gang members."

- Key Staff Survey respondent

The operations also involved drug seizures being made, including 23 marijuana plants from a grow house as a result of a traffic stop. In all, drug seizures during NCGEC operations amounted to:

- ◆ 2.5 kilograms of marijuana;
- ◆ 18.1 grams of methamphetamine;
- ◆ 13.3 grams of cocaine; and
- ◆ 1.5 grams of heroin.

As mentioned previously, Children’s Services Bureau staff was on hand to assess the risk to children found with individuals contacted by law enforcement during the operations. As a result of this partnership, one child was taken into protective custody and later placed in foster care while the family completed reunification services, six referrals for further investigation were made, and one additional interview was conducted after which the social worker determined the child was not at risk. The grant was originally written with the belief that there would be far more cases involving at-risk children and staff was glad to see that this was not the case.

What is missing in these raw numbers is the broader picture of the effects of the Byrne Collaborative operations. It was clear from staff feedback that the operations had a ripple effect in each of the target communities. The following are examples of this effect.

- ◆ Patrol officers contacted a Vice detective working with the collaborative regarding a 15-year old prostitute they had in custody. The case involved a gang member from another city who had been pimping throughout the region. Fortunately, the detective was working with an officer from the other city who provided valuable information on the gang member. The case developed into a significant human trafficking investigation.
- ◆ Two suspects arrested during the commission of a burglary told officers they had planned to commit the crime the previous Saturday (during an operation) but were deterred when they saw the number of officers on the streets.
- ◆ A parolee-at-large was arrested and a toy gun was found in his possession. Officers noted that there had been a number of street robberies in that city recently, and this arrest likely stopped another from occurring.
- ◆ Two members of a local “tagging” crew were found to have concealed knives in their possession. Based on the subjects’ statements at the scene, the officers concluded that an assault had been prevented.
- ◆ While his squad was conducting a compliance check, an officer arrested a subject who was smoking marijuana in a vehicle. A search revealed marijuana for sales and felony possession of controlled substance.
- ◆ Officers noted that crime seemed to decrease during the operations. During one operation, a target house confirmed that a call had gone out shortly after the operation began telling those in the neighborhood that multi-agency patrols were in the area and advising them to go home to avoid getting contacted by officers on the street. This was helpful to task force teams who were conducting Probation and Parole searches as it increased the likelihood of contact with probationers and parolees. In addition, crimes that may have occurred during the operations may have been prevented.

“I believe this Grant was productive and decreased the level of gang and drug activity in my city. The networking with other agencies has provided needed intelligence and provides for a task force when illegal activity crops up to be addressed at a moment’s notice.”

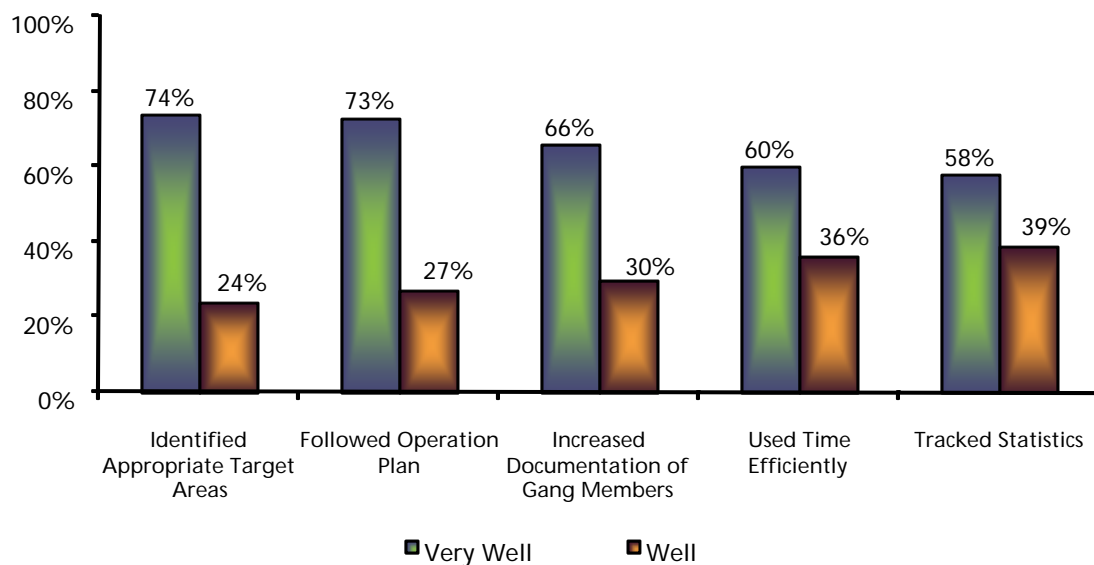
- Key Staff Survey respondent

### Survey Respondents Perceived the Suppression Operations to be a Useful Endeavor

Survey respondents participated in multiple operations, averaging 7.86 operations (range 0 to 24,  $SD = 6.0$ ), or about one-third of the 24 operations completed at the time the survey was conducted (not shown). Since the operations were the core of Byrne Collaborative, it was important to gather feedback from those directly involved. Overall, the responses were positive in how the operations were structured and carried out. Among the questions asked, nine out of ten respondents reported that the operations were usually conducted “very well” or “well” in five categories (Figure 3.5).

Figure 3.5

#### MAJORITY OF SURVEY RESPONDENTS FELT POSITIVELY ABOUT THE BYRNE COLLABORATIVE



TOTAL = 64 - 72

NOTE: Cases with missing information not included. Percentages may not equal 100 due to rounding.

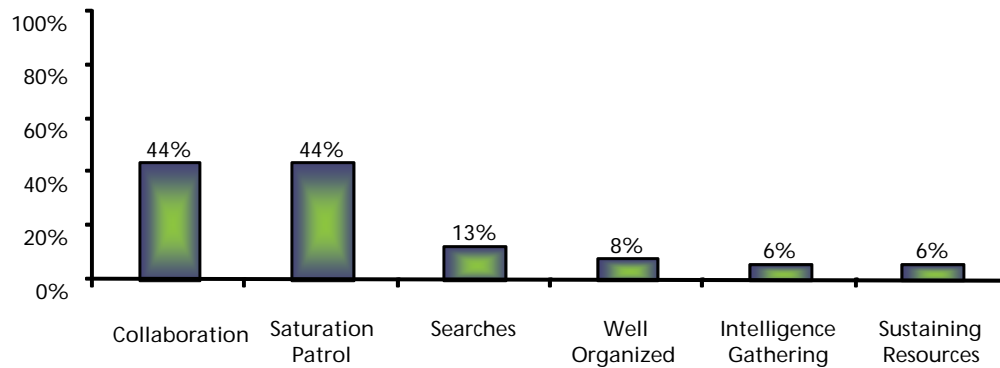
SOURCES: SANDAG; North County Gang Enforcement Collaborative Key Staff Survey, 2009

When asked what they thought was most effective about the operations, almost half of respondents mentioned inter-departmental collaboration (44%) and saturation patrol (44%), 13 percent mentioned Probation and Parole searches, 8 percent said the operations were well organized, and 6 percent each mentioned intelligence gathering and sustaining resources outside of the grant (Figure 3.6). In addition, three percent each mentioned positive community response, contacts and arrests made, availability of parole and/or probation staff, and ability to book misdemeanor arrestees into jail, and two percent noted officer backup (not shown).

“The ability to get all the different agencies collaborating together is a tremendous asset and the relationships built will hopefully continue in the issues of gang crimes.”

- Key Staff Survey respondent

**Figure 3.6**  
**SURVEY RESPONDENTS FELT COLLABORATION AND SATURATION PATROL WERE MOST EFFECTIVE COMPONENTS OF OPERATIONS**



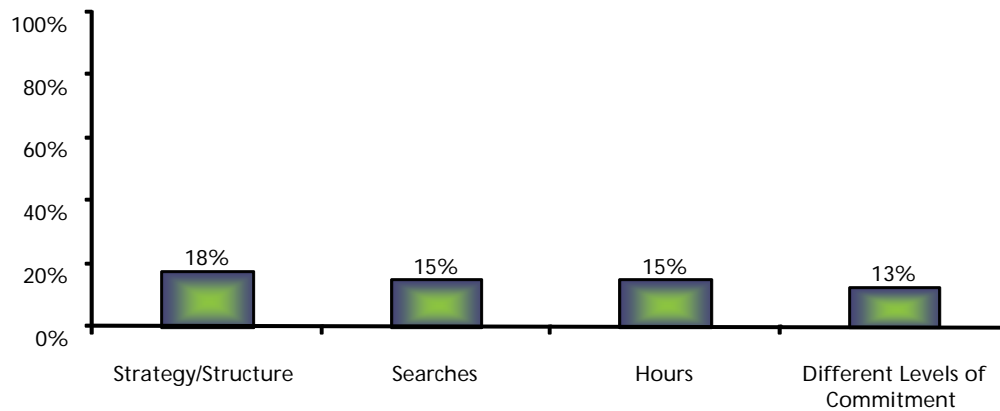
**TOTAL = 63**

*NOTES: Cases with missing information not included. Percentages based on multiple responses.*

*SOURCES: SANDAG; North County Gang Enforcement Collaborative Key Staff Survey, 2009*

In an effort to learn what areas could be improved in the process, participants were asked to share what they thought was least effective about the operations. Of the 74 respondents, about half (54%) provided suggestions of areas to improve. While the answers were categorized for ease of reporting, there was no overarching area called out as needing improvement. Of these 40 individuals, around one in five (18%) disagreed with the strategy or structure of one or more of the operation plans, such as needing improved communication support, arresting more gang members, or using unmarked vehicles to maintain an element of surprise. Fifteen percent (15%) mentioned the probation and parole searches and/or hours (i.e., time of day or length) could be restructured to be more efficient (e.g., reduce number of officers or searches), and 13 percent mentioned that they thought there was a lack of commitment or interest in the operations by some staff (Figure 3.7).

**Figure 3.7**  
**TOP FOUR SUGGESTIONS TO IMPROVE THE OPERATIONS**



**TOTAL = 40**

*NOTES: Cases with missing information not included. Percentages based on multiple responses.*

*SOURCES: SANDAG; North County Gang Enforcement Collaborative Key Staff Survey, 2009*

Other areas mentioned by respondents as needing improvement were repeating the target areas which they felt was inefficient because “gangsters” left the area (10%), working in mixed agency teams was a challenge at times (10%), the grant ending and the feeling that there was no long-term plan to continue the operations (8%), lack of updated target information (8%), some other issue (e.g., evaluator questions or lack of food provision) (8%), and/or debriefs (5%) (not shown).

### **Training Opportunities Supported Suppression Operations**

To support the operations, funds were allotted to provide training when the need arose and coordinated to allow staff from multiple agencies to participate. The result was the provision of three formal trainings. These consisted of the following:

- ◆ training conducted by ARJIS staff on the use of grant-funded hand-held PCs that were used during operations to increase sharing of information (April 2008);
- ◆ Gang Enforcement Team training provided by the Sheriff’s Department, which covered completing field interviews with gang members, documenting gang members and associates, and enforcing gang injunctions (August 2008); and
- ◆ training in the statewide gang-related intelligence information system conducted by the San Diego Police Department (multiple times throughout the grant).

“ [The hand-held PCs] are easy to operate and their technology has assisted us on many occasions, especially in the area of gang enforcement and identification of individuals. Some of my detectives have used them on their days off as they receive requests from officers in the field. The way I see it, every officer should be equipped with one. I have received nothing but positive comments from those who use these units.”

- *Byrne Collaborative partner agency*

## SUMMARY

Between October 2007 and June 2009, 12 partner agencies came together to collaborate on an Edward Byrne Memorial Grant from Bureau of Justice Assistance with the goal of reducing gang and violent crime in North San Diego County. As part of this project, the partners adopted a standardized definition of gang-related crime, utilized data and analysis to help inform and monitor the project, encouraged collaboration and information sharing through regular meetings, conducted 27 multi-disciplinary suppression operations, and conducted 3 trainings to support the suppression operations. As a result of this partnership, staff felt information sharing and communication between their agencies increased, allowing them to effectively target gang-related and violent crime in their cities.

“Participating in this Grant has been a very rewarding experience for me and my investigators. The fellowship with other gang investigators, information exchange, and the satisfaction of curbing gang related violence in the communities we worked in, I hope translates into a more aggressive approach in dealing with this enormous problem from both a law enforcement perspective and a[n] intervention perspective.”

*- Key Staff Survey respondent*

## **CHAPTER 4**

### **OUTCOME EVALUATION**





## CHAPTER 4 OUTCOME EVALUATION

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### INTRODUCTION

The second component of the evaluation was to measure the impact the Byrne Collaborative had on violent and gang-related crime in the six target areas. The current chapter addresses the research questions outlined in Chapter Two. Because the majority of grant funding was directed toward the provision of service and not research, the evaluation design was limited and utilized a pre/post design to measure change within the targeted areas. Without a comparison group and/or experimental design that would aid in linking any outcomes to the input, or in this case the suppression operations, the reader is cautioned to not draw any causal conclusions or generalizations from the findings. In addition, it was beyond the scope of this project to conduct an inventory of other gang-related prevention and intervention programs that occurred during the same time period and in the same location as the Byrne Collaborative and, therefore, could also have impacted gang-related activity and crime in the areas. With those qualifications taken into account, the findings do provide a picture of immediate impact the project had on gangs, criminal activity in the Byrne cities, prosecution activity, and system changes that resulted from the project.

#### KEY BYRNE GRANT OUTCOMES

- Byrne cities experienced a larger one-year **decrease** in violent crime (15%) and aggravated assault (11%) than the rest of the region (3% and 5%, respectively) ;
- 95 percent of Byrne cases submitted for prosecution were accepted by the District Attorney's Office;
- Arrests were made on 128 gang members and 34 associates representing over 20 different gangs; and
- The Byrne project instituted a culture of collaboration among the six participating cities, resulting in additional sharing of gang intelligence and gang suppression operations beyond the scope of the grant.

### LEVEL OF VIOLENT AND GANG-RELATED CRIME DECREASED DURING THE BYRNE OPERATIONS

The primary goal of the Byrne Collaborative was to reduce violent and gang-related crime in the targeted six areas. As noted in Chapter Three, a total of 22 suppression operations were conducted between January and December 2008, with an additional 5 conducted from January through June 2009. Because the Byrne Grant was operating at capacity during calendar year 2008, and operated at less than 50 percent during the six month extension period, analyses were conducted at two points in time. The first analysis compared pre-data (January – December 2007) to the period when the Byrne Grant was in full operation (January – December 2008). A second phase of analysis compares the six-month extension period (January – June 2009) to that same six-month pre-period in 2007. While a matched comparison was not possible for this study, data are presented in

comparison to the region to assist in providing an overall picture of crime in San Diego County as a backdrop for examining criminal activity in the six target areas.

As noted in the research, defining what constitutes a “gang-related” crime is problematic because of the lack of a universal definition and a consistent application of a definition, as well as the complexity of what constitutes a gang and gang activity. While, the Byrne Collaborative agreed to utilize PC 186.22(f) to identify and classify arrests, there is no standard process to categorize and code gang crimes in San Diego County<sup>1</sup>. As such, to gather just those crimes that had an associated PC 186.22(f) charge would have been misleading due to the inconsistency with which that charge is applied across jurisdictions. To address this issue, the decision was made by the Byrne partners, along with the research staff, to use both violent crime and aggravated assaults as a proxy for “gang-related” crimes. These two types of crime were chosen to be a valid measure because of the well documented association between gangs and violent crime and, more specifically, aggravated assaults.

One sergeant also noted that two commercial burglary suspects who were arrested this week told officers they had planned to commit the burglary on Saturday (the day of the operation), but there were too many cops around. The DDA pointed out that this is a collateral benefit of the grant, that crime is decreased during the operations.

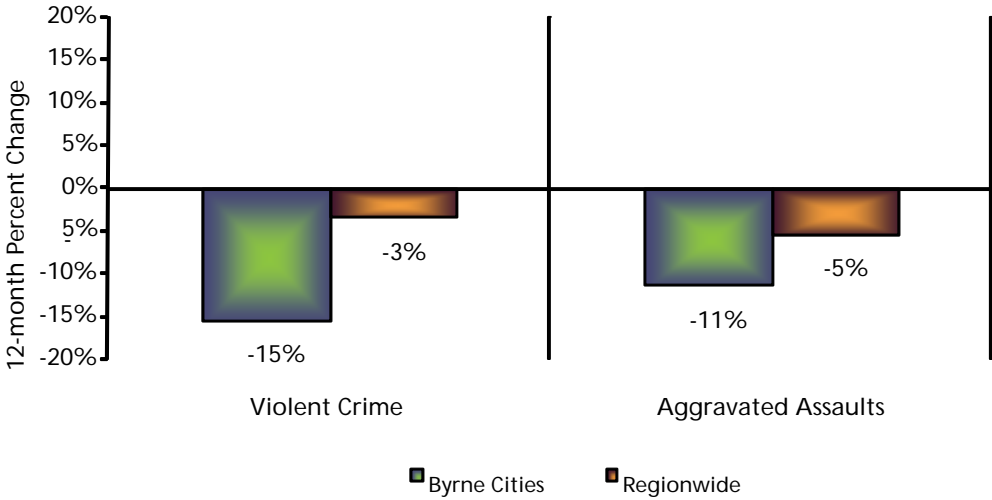
- 6/11/08 Byrne meeting minutes

Pre- and post-comparisons between reported violent crimes and aggravated assaults revealed a difference in the level of change in crime over time between Byrne jurisdictions and regionwide. Specifically, the Byrne area experienced a larger one-year percentage drop in both violent crimes and aggravated assaults compared to the rest of the region. As Figure 4.1 shows, the six jurisdictions that comprised the Byrne Collaborative recorded a 15 percent decrease in violent crime in 2008 compared to 2007 and an 11 percent decrease in aggravated assaults compared to a 3 and 5 percent (violent and aggravated assault, respectively) decrease in the rest of the county as a whole during that same time period.

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<sup>1</sup> However, as noted in Chapter Three, there is an active countywide effort to address this issue.

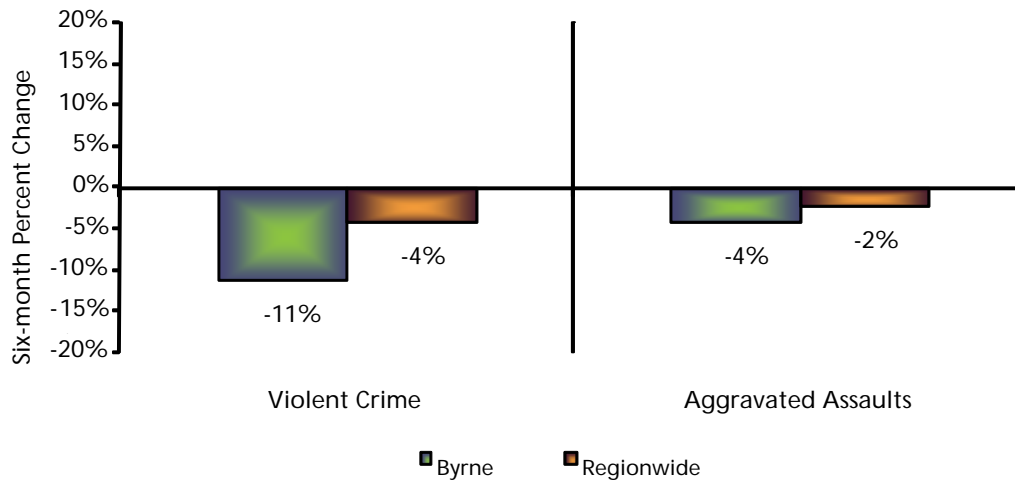
**Figure 4.1**  
**BYRNE AREAS EXPERIENCED A GREATER DECREASE IN CRIME BETWEEN 2007 AND 2008**  
**COMPARED TO THE COUNTY**



SOURCE: SANDAG

While the operations were only conducted at about half the capacity during the last six months of the grant period (as this was an extension period), the Byrne cities still experienced a larger percentage drop in their crime between the similar time periods pre- and post-implementation than the rest of the county as a whole. As Figure 4.2 illustrates, comparisons of violent crime and aggravated assaults reported during the pre-period of January through June 2007 to those reported in the Byrne areas during the same months in 2009 revealed an eleven and four percent decrease in violent and aggravated assaults, respectively, in the target cities compared to a four and two percent decrease, respectively, to the rest of the region.

**Figure 4.2**  
**BYRNE AREAS REPORTED A GREATER DECREASE IN CRIME BETWEEN JANUARY – JUNE 2007 (PRE) AND JANUARY – JUNE 2009 (DURING) COMPARED TO THE COUNTY**



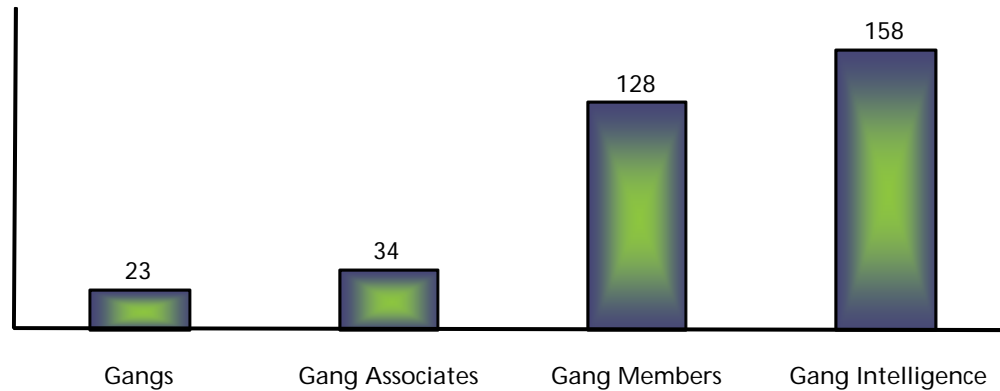
SOURCE: SANDAG

Additional analyses were conducted to examine any immediate impact (i.e., decreases in crime 30 days after an operation) the suppression operations may have had on the targeted cities. However, there were no correlations or patterns between crime incidences and the operations.

**BYRNE COLLABORATION HAD AN IMMEDIATE IMPACT ON GANG ACTIVITY IN THE SIX TARGET AREAS**

The long-term impact the Byrne Collaborative will have on gangs is impossible to determine given the scope of this evaluation and the multiple factors that influence gang activity (e.g., individual risk factors, neighborhoods, and poverty). However, it is possible to examine the immediate impact the project had on gangs, as well as some of the steps instituted that could possibly influence gang activity in the future. As noted earlier, there were 585 arrests made as a result of the Byrne suppression operations and, of these, 28 percent (or 162 arrests) involved gang members or affiliates, which represented over 23 gangs (Figure 4.3). Because of the arrests, officers gathered and entered gang information on 158 individuals into an automated gang intelligence system that is maintained by the State of California. These contacts and the information gathered were a direct result of the Byrne operations and have added to law enforcement’s intelligence arsenal as they continue their efforts to reduce gang activities in the area.

**Figure 4.3**  
**BYRNE OPERATIONS PROVIDE ADDITIONAL INFORMATION ON GANGS IN THE TARGET AREAS**



*SOURCE: North County Gang Enforcement Collaborative Tracking Records, 2009*

To ascertain the level of information and number of documented gang members<sup>2</sup> in each of the six target jurisdictions, data were collected for the year prior to and after the Byrne operations. As Table 4.1 shows, three of the six cities had more individuals documented after the Byrne operations, two had the same, and one city had fewer. The reason for this decrease is most likely associated with individuals being purged from the system. Unfortunately, the system utilized in California to track and document gang members has strict criteria regarding who is allowed to access the database and therefore can result in a backlog of data entry for some jurisdictions, which impacts knowing the true totals. Additionally, individuals are purged from the system after five years of non-activity; however, because of limited access to the database, the individual jurisdictions were not able to track when this occurred. These challenges underscore the concerns reported in the literature about the inability to capture the full scope of the gang problem. However, partly as a result of the challenges in trying to document the Byrne activities and universally capture gang activity in the San Diego Region, the Chiefs from the 18 jurisdictions across the county have convened a regionwide task force to develop a uniformed reporting system. The target date for implementation is 2010.

<sup>2</sup> California Department of Justice provides ten eligibility guidelines for documenting an individual as a gang member in the automated intelligence system, as described in Chapter 3.

**Table 4.1**  
**BYRNE CITIES RECORDED INCREASES IN DOCUMENTED GANG MEMBERS AND ASSOCIATES**  
**AFTER BYRNE COLLABORATIVE**

	Prior to Byrne (2007)	Post Byrne (2009)
Carlsbad	104	108
Escondido	347	366
Fallbrook	44	44
Oceanside	955	987
San Marcos	221	190
Vista	251	265

*SOURCES: Oceanside Police Department (Oceanside pre data), Escondido Police Department (pre data) and San Diego County Sheriff's Department (post data), 2007-2009.*

What is unknown, but could potentially have the greatest long-term impact on gangs, is the information sharing and partnerships that were established among the six cities as a result of their participation in the Byrne project. Specifically, as noted in the previous chapter, agencies are now more willing to assist their neighboring jurisdictions in gang operations, share information regarding gangs in their jurisdictions, and participating officers now have more information about the gangs in the bordering cities. Law enforcement agencies utilized the collaborative and meetings to ask for other jurisdictions to support non-Byrne operations by providing officers or intelligence. Below are a few examples of the additional non-Byrne operations that occurred involving multiple agencies and were an outcome of the partnerships that were developed through the Byrne project:

There was agreement that cooperation and communication between jurisdictions are stronger as a result of the grant partnership. Misconceptions about other jurisdictions quickly fell away as grant partners began working together toward a common goal and crossing jurisdictional lines. The partners agreed that continuing to meet and schedule formal operations would benefit each jurisdiction by keeping lines of communication open and key players informed of the issues across the region.

*- 12/10/08 Byrne Meeting Minutes*

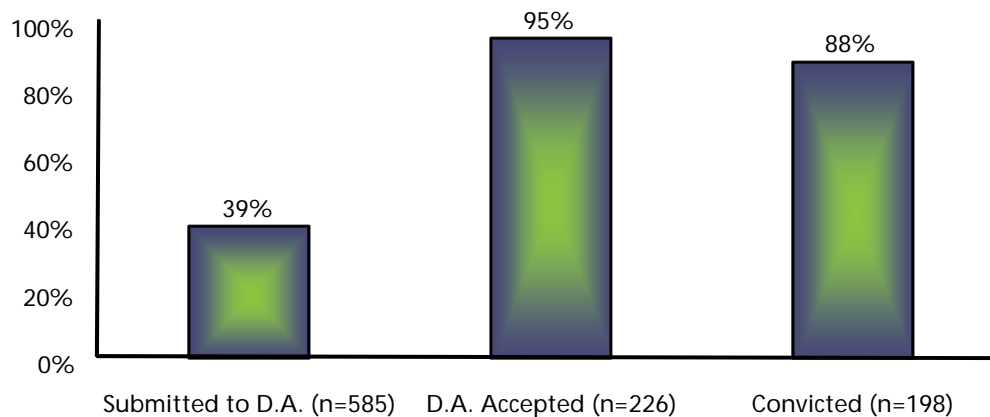
- Escondido solicited help for two separate operations (September 2008 and January 2009) to address a series of gang shootings in their jurisdiction;
- Oceanside and Vista worked together to arrest an Oceanside gang member living in Vista who was suspected in an attempted double homicide (December 2008);
- Escondido and San Marcos partnered together to gather gang intelligence that affected both of their jurisdictions (February and March 2009 and continue to do so);
- Carlsbad, Fallbrook, and Vista each solicited officer support from Byrne partners to run separate gang suppression operations in their jurisdictions (March 2009, August 2009, and September 2009) (not shown).

In addition, each of the partnering cities provided letters of support for request for proposals on two other Byrne Grant submissions.

## BYRNE ARRESTS RESULTED IN A HIGH PERCENTAGE OF CASES BEING ACCEPTED FOR PROSECUTION

As one of the Byrne partners, the District Attorney's Office (DA) provided investigators during the operations and worked with the officers to ensure the cases had the greatest chance of being accepted by the District Attorney for prosecution. The Deputy District Attorney (DDA) assigned to the project was charged with reviewing all Byrne cases submitted to the DA. This DDA reviewed the case, followed-up with the submitting agency if he had questions, and directed the case to the proper prosecuting unit. In addition, the prosecutor attended the monthly meetings and frequently provided instructions on how to improve the reports to help in the prosecution. The result of this process was a higher acceptance rate for the Byrne cases than the DA's average rate. More specifically, of the 585 arrests made, nearly two in five (39%) were submitted for prosecution, of which 95 percent were accepted (97% of felony cases and 94% of misdemeanor), with 88 percent resulting in a conviction (Figure 4.4). During the past seven years the acceptance rate was 75 to 78 percent for felonies and 84 to 86 percent for misdemeanors (not shown).

**Figure 4.4**  
**MORE THAN NINE OUT OF TEN BYRNE CASES SUBMITTED TO THE DA WERE ACCEPTED**



SOURCES: SANDAG; District Attorney's Case Management System, 2008-2009

## SUMMARY

Examination of crime, gang, and prosecution data indicate that the Byrne Collaborative had an immediate impact on crime and gangs in the collaborating jurisdictions. While the scope of the evaluation limits any conclusions of causality, the data do show many positive gains were achieved as a result of the project. Specifically, violent crime and aggravated assaults decreased at a greater rate in the areas that were part of the Byrne Collaborative compared to the region as a whole. Additionally, 162 gang members were arrested, representing over 20 different gangs and nearly all the cases submitted to the DA's office were accepted for prosecution. Not as quantifiable, but one of the most significant outcomes achieved by the Byrne Collaborative, was a paradigm shift in how the six participating jurisdictions communicate and interact with each other. Specifically,

jurisdictions continued to share information and run multi-agency operations outside the scope of the Byrne Collaborative. This element is one of the most promising outcomes of the project for long-term impact on gangs and gang activity in those jurisdictions.

Again, law enforcement is only one piece of the puzzle in addressing gangs and clearly a comprehensive approach that includes targeting the social and economic factors that contribute to gangs is necessary to fully tackle the problem. This qualification is necessary, as the research clearly indicates that suppression alone is not the most effective long-term practice in reducing gang activity. Therefore, it would be remiss to examine the Byrne operations in isolation and not acknowledge that other factors within the six target areas also contribute to the problem and solution.



## **CHAPTER 5**

# **OVERVIEW AND RECOMMENDATIONS**



# CHAPTER 5

## OVERVIEW AND RECOMMENDATIONS

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### INTRODUCTION

This report details the results of the process and impact evaluation of a Byrne Collaborative as implemented in six cities in the Northern Region of San Diego County. The project goal was to increase collaboration among the participating jurisdictions by conducting a minimum of 24 multi-agency intelligence-led gang suppression operations. This chapter summarizes the results and presents recommendations based on the results.

### OVERVIEW

#### Process Evaluation

The Byrne Collaborative offered the six participating jurisdictions the opportunity to more effectively address gangs and gang activity in their cities by increasing the communication and coordination of law enforcement agencies serving the six target areas. The participating jurisdictions are adjacent to each other and include Carlsbad, Escondido, Fallbrook, Oceanside, San Marcos, and Vista. In addition to local law enforcement agencies, the Byrne Collaborative also included Health and Human Services Children's Services Bureau, Immigration and Customs Enforcement (ICE), and San Diego County Probation Department. Additionally, the Federal Bureau of Investigation (FBI), Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF), and California Department of Corrections and Rehabilitation (e.g., Parole) participated in several of the operations. Multiple data collection methodologies were utilized to document the implementation process, including observations of suppression operations, reviewing meeting minutes, analyzing data tracking forms, and conducting staff surveys.

Results of these efforts indicate that the Byrne collaborative exceeded the target of 24 operations, by conducting 27 multi-agency operations over the course of the grant, and averaging over 60 participants in each operation. A total of 585 arrests was made during the operations, along with 1,589 field interviews, 651 probation searches, 331 parole searches, and 306 citations.

Surveys of staff revealed that Byrne participants appreciated the increased communication and information sharing that resulted from the project. Additionally, the inter-departmental collaboration and saturation patrols were viewed as the most effective aspects of the project. Specific areas of improvement centered on tightening the operation plans, increasing the efficiency of the searches, and adjusting the times or length of the operations to avoid slow periods.

Supporting the operations and creating the framework for the collaboration to build were the monthly meetings that were led by the Vista Sheriff's Lieutenant who was also the Project Director. Information about past and future operations was discussed, operation plans were finalized,

current intelligence was shared, and trainings were provided. In addition, because of the increased trust and familiarity gained through the projects, agencies used these meetings as a means to request support for operations conducted outside of the scope of the grant.

### Impact Evaluation

The primary goal of the Byrne Collaborative was to increase communication and collaboration among the six target cities in an effort to reduce violent and gang-related activity. Although the evaluation design limited any causal conclusions, the data gathered through the impact evaluation indicate the Byrne project achieved its primary goal of improving communication and coordination among the six jurisdictions and impacted gang activity through the suppression operations.

Comparison of violent crime and in particular aggravated assaults, between the Byrne jurisdictions and the county for the one-year prior to Byrne and the year during operations, showed a greater decrease in these two areas of crime in the six Byrne areas compared to the county as a whole. In addition, prosecution rates for the Byrne cases were higher than the overall prosecution rate. Finally, Byrne suppression efforts resulted in new information on over 150 gang members and associates.

While the numbers show the immediate impact of the Byrne Collaborative on the target areas, the paradigm shift that occurred in how the participating agencies conduct business with each other when addressing gangs has the most promise for sustaining the efforts long term. Specifically, officers and involved participants reported experiencing an increased level of trust, knowledge of the other jurisdictions, and improved cooperation among the agencies. The impact of this was evident though the additional non-Byrne operations that occurred, as well as the reported sharing of gang intelligence.

The Byrne Collaborative was not intended to be the only effort in addressing gangs, but one piece of the puzzle for each of these jurisdictions. Hopefully, the goal of increasing collaboration and building partnerships that has resulted will carry on in the future. If so, the Byrne Collaborative has succeeded in achieving its primary purpose.

### RECOMMENDATIONS

Based on the results, especially on the feedback received from participants, the following recommendations are put forth for consideration if the Byrne project design is to be replicated.

- **Strengthen the coordination by creating formal linkages with other gang reduction activities in the target areas:** The feedback received from those involved in the Byrne Collaborative suggests that a more coordinated and cohesive law enforcement approach now exists to addressing gang activity in the North region of the county. Because the research strongly suggests a comprehensive approach to reducing gangs and gang activity, it might be timely to approach the other organizations in the area that are also working on the issue to formalize the coordination.

- **Re-examine the composition of the targeted search:** Some officers did not feel that the probation searches were a productive use of their time. One possible solution might be to reduce the number of units involved in the searches, therefore freeing up officer time to address other target hotspots.
- **Expand suppression targets to include gun seizures:** Escondido conducted its own operation focused solely on probationers and parolees with gun conditions. Because of the nexus between guns and gangs, this might be a type of operation that could be incorporated when planning different types of operations.
- **Focus on multi-jurisdictional operations:** One of the final operations to occur as part of the Byrne Collaborative involved a multi-jurisdictional operational plan, which included targeting four of the six cities. Rather than focusing the entire operation in one city, the operation involved targets in multiple cities and patrols saturated one city at a time. This type of model might be useful in addressing one of the concerns about the operations being too long and intensive for some of the jurisdictions.
- **Support regionwide definition of gang-related activity:** During the course of the grant period, the Chiefs and Assistant Chiefs of the law enforcement agencies in the county gathered to discuss a universal approach to defining and documenting gang activity. At the time of writing this report this effort is still in process but continued support would only strengthen what has been put in motion by the Byrne Collaborative.

**APPENDIX A**  
**NORTH COUNTY GANG ENFORCEMENT**  
**COLLABORATIVE STAT SHEET**



**North County Gang Enforcement  
Collaborative Stat Sheet**

Team # \_\_\_\_\_

Deputy / Officer: \_\_\_\_\_

**Arrests**

**Children's Services**

Arrestee	DOB	M	F	Charge(s)	Fel.	Misd	book	Agency / Case No.	ICE Hold	Int	Ref	PC

**Crime Reports**

**Field Interviews**

Victim	Crime Type	Agency / Case No

Total: \_\_\_\_\_

**Cites (Traffic only - Including 14601 and 12500)**

**Assists**

Name / Citation No.	DOB	CHARGE	TOW	AGENCY / CASE NO

**10851 Recovery**

Total: \_\_\_\_\_

case no: \_\_\_\_\_

Total: \_\_\_\_\_

**Searches**

Parole: \_\_\_\_\_

Probation: \_\_\_\_\_



<b>Stat Sheet</b>	The stat sheet should be completed by each Team. LE personnel should use care not to double stat an event or arrest. In cases where a team is assisting another team in a search, for instance, the primary team will have credit for the search and the secondary team will have credit for an "assist."
<b>Adult Arrests</b>	An adult arrest is a custodial arrest or any misdemeanor cite and release in the field except 12500 or 14601.
<b>Juvenile Arrests</b>	A juvenile arrest is a custodial arrest or any misdemeanor cite and release in the field except 12500 or 14601.
<b>Booking</b>	Subject was booked into a county jail facility.
<b>OP Related Arrests</b>	An arrest which occurs outside the operational period but is directly related (i.e. an auto theft suspect who escapes custody but later arrested).
<b>Crime Reports</b>	A crime case either misdemeanor or felony taken on the day of the operation
<b>Cites</b>	All traffic related citations including CVC 12500 and CVC 14601 field releases. Custodial arrests for 12500 or 14601 are counted in the "Arrest" section
<b>Vehicle Tows</b>	Number of vehicle tows on the day of the operation
<b>Assist</b>	An "Assist" is any time a team is used to cover another team during a search, stop, or any other contact.
<b>Field Interview (FI)</b>	A contact in the field which lists the subject's personal information and crime potential where there is no arrest or cite
<b>Searches</b>	A search, either consent, parole, or probation. This includes traffic stops, field contacts, and house checks.
<b>Children's Services</b>	<b>Interviews</b> - Children's Services is contacted and it is determined that no other action is necessary now or in the future
	<b>Referral</b> - Children's Services is contacted and it is determined that a CPS referral is necessary
	<b>PC</b> - Either law enforcement officers or Children's Services determine a child will be taken into protective custody

**APPENDIX B**  
**NORTH COUNTY GANG ENFORCEMENT**  
**COLLABORATIVE KEY STAFF SURVEY**



**NORTH COUNTY GANG ENFORCEMENT COLLABORATIVE  
KEY STAFF SURVEY**

Thank you for taking the time to complete this survey.

As part of the process evaluation that SANDAG is conducting, this Key Staff Survey is being administered to learn about the successes and challenges of the North County Gang Enforcement Collaborative (NCGEC), funded through an Edward Byrne Memorial Grant. You have been selected to complete this survey based on your prior or current role on this project.

Your input as a Key Staff member is valuable, and we appreciate you taking the time to provide candid information. The survey should take **approximately 5 to 10 minutes** to complete.

Please note that the information you share will **not** be presented in such a way that will identify you and that aggregate results will be summarized and available to you. **We would like to ask that you complete and submit the survey no later than February 6, 2009 (two weeks from the date of this email invitation).**

Thank you for your honest feedback.

**NORTH COUNTY GANG ENFORCEMENT COLLABORATIVE (NCGEC)  
KEY STAFF SURVEY – 2009**

**INFORMATION ABOUT YOUR EMPLOYMENT BACKGROUND**

1. What agency are you currently employed by? *(Select only one response)*
  - 1 California Highway Patrol (CHP)
  - 2 Carlsbad Police Department
  - 3 Children's Services
  - 4 District Attorney
  - 5 Escondido Police Department
  - 6 Fallbrook Sheriff's Station
  - 7 Immigration and Customs Enforcement (ICE)
  - 8 Oceanside Police Department
  - 9 Probation Department
  - 10 San Marcos Sheriff's Station
  - 11 U.S. Attorney
  - 12 Vista Sheriff's Station
  - 88 Other *(Please specify):* \_\_\_\_\_
  
2. How long have you been with your current agency? *(Select only one response)*
  - 1 Six months or less
  - 2 More than six months to one year
  - 3 More than one year to five years
  - 4 Over five years
  - 9 Not sure
  
3. Are you part of a gang unit within your agency? *(Select only one response)*
  - 0 No *(skip to Q. 4)*
  - 1 Yes
  
- 3a. How long have you been in the gang unit? *(Select only one response)*
  - 1 Six months or less
  - 2 More than six months to one year
  - 3 More than one year to five years
  - 4 Over five years
  - 9 Not sure

**INFORMATION ABOUT YOUR LEVEL OF PARTICIPATION IN NCGEC/BYRNE GRANT**

4. How many NCGEC/Byrne Grant Operations have you participated in to the best of your memory? *(Please specify a number-No Ranges)* \_\_\_\_\_

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January 2009  
NCGEC Key Staff Survey

5. How frequently would you say you personally attended the NCGEC/Byrne Grant monthly planning meetings? *(Circle only one response)*
- 1 Most of the meetings
  - 2 About half of the meetings
  - 3 Less than half of the meetings
  - 4 Never attended *(skip to Q.8)*

**RATING NCGEC/BYRNE GRANT IMPLEMENTATION**

6. Using the following table, please rate each category regarding how well the meetings were *usually* conducted.

<b><i>Please circle one number for each category.</i></b>	<b>Very Well</b>	<b>Well</b>	<b>Not Very Well</b>	<b>Not Well at All</b>	<b>No Opinion</b>
Well organized and used time efficiently	1	2	3	4	9
Provided useful agendas and minutes	1	2	3	4	9
Open atmosphere to address issues and concerns about operations	1	2	3	4	9
Resolved issues	1	2	3	4	9
Program partners were in attendance	1	2	3	4	9
Helpful in planning the operations	1	2	3	4	9

7. In your opinion, were the meetings conducted...*(Select only one response)*
- 1 Too frequently
  - 2 Frequently enough
  - 3 Not frequently enough

**OPINION OF PROGRAM OPERATIONS/GOALS**

8. Using the following table, please rate each category regarding how well the operations were *usually* conducted.

<b><i>Please circle one number for each category.</i></b>	<b>Very Well</b>	<b>Well</b>	<b>Not Very Well</b>	<b>Not Well at All</b>	<b>No Opinion</b>
Partner agencies were in attendance	1	2	3	4	9
Followed operation plan					
Tracked information/statistics from suppression activities using the stat sheet	1	2	3	4	9
Identified appropriate target areas	1	2	3	4	9
Increased documentation of targeted gang members	1	2	3	4	9
Used time efficiently	1	2	3	4	9

9. In your opinion, what was *most* effective about the operations?

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

10. In your opinion, what was *least* effective about the operations?

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

**BENEFITS OF NCGEC/BYRNE GRANT AND AREAS OF IMPROVEMENT**

11. To what degree has information sharing (e.g., knowledge of gangs in other jurisdictions) increased between your agency/department and others involved on this effort since it began? (*Select only one response*)

- 1 Increased very much
- 2 Increased some
- 3 No change
- 4 Don't know/unsure

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 NCGEC Key Staff Survey

12. Has the level of communication (e.g., officers or deputies contacting others in neighboring departments) increased between your agency/department and others involved on this effort? *(Select only one response)*
- 1 Yes, very much
  - 2 Yes, some
  - 3 No
  - 4 Don't know/unsure
13. Do you feel your agency/department is coordinating more effectively with others involved on this effort, compared to before the grant began? *(Select only one response)*
- 1 Yes, very much
  - 2 Yes, some
  - 3 No
  - 4 Don't know/unsure
14. Do you feel your agency/department is better able to fulfill its mission after collaborating with others on this effort? *(Select only one response)*
- 1 Yes, very much
  - 2 Yes, some
  - 3 No
  - 4 Don't know/unsure
15. Since the formation of the NCGEC, what types of additional equipment were available for you to use to address gangs or gang crime? *(Circle all that apply)*
- 0 None *(skip to Q. 17)*
  - 1 Graffiti Tracker
  - 2 License Plate Reader
  - 3 Hand-held PCs
  - 8 Other *(Please specify):* \_\_\_\_\_
16. How useful did you perceive the equipment to be in addressing gang crime? *(Select only one response)*
- 1 Very useful
  - 2 Somewhat useful
  - 3 Not very useful
  - 4 Not at all useful
17. Do you think the NCGEC/Byrne Grant activities will result in any of the following long-term systematic changes? *(Circle all that apply)*
- 1 Better communication among agencies
  - 2 More informed gang intelligence
  - 3 Shift in how gangs are tracked by law enforcement
  - 8 Other *(Please specify):* \_\_\_\_\_



18. Once the grant ends, do you plan to continue working with participating agencies regarding issues related to gang and violent crime intelligence?

- 0 No
- 1 Yes (*skip to Question 19*)

18a. If no, why not?

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19. Would you participate in a collaborative like this one again?

- 0 No
- 1 Yes (*skip to Question 20*)

19a. If no, why not?

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20. Did you find it helpful to have an outside evaluator (SANDAG) working with the NCGEC/Byrne Grant?

- 0 No
- 1 Yes
- 2 No opinion

21. Is there anything else you would like to add about your experience with NCGEC/Byrne Grant?

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Thank you for your time and input!

SANDAG  
January 2009  
NCGEC Key Staff Survey

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## REFERENCES

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