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August 31, 2010

BPC #10-0330

The Honorable Public Safety Committee
City of Los Angeles
c/o City Clerk's Office
City Hall, Room 395
Los Angeles, CA 90012

Attention John White:

RE: CITY COUNCIL MOTION – GANG TRENDS

At the regular meeting of the Board of Police Commissioners held Tuesday, August 17, 2010, the Board APPROVED the Department's report relative to the above matter.

This matter is being forwarded to you for approval.

Respectfully,

BOARD OF POLICE COMMISSIONERS

A handwritten signature in cursive script that reads "Maria Silva".

MARIA SILVA
Commission Executive Assistant I

Attachment

c: Chief of Police

INTRADEPARTMENTAL CORRESPONDENCE **RECEIVED**

AUG 09 2010

POLICE COMMISSION

August 5, 2010
8.4
CB #10-0006

REVIEWED

TO: The Honorable Board of Police Commissioners

Richard M. Tebank 8/10/10
RICHARD M. TEBANK
EXECUTIVE DIRECTOR DATE

FROM: Chief of Police

SUBJECT: CITY COUNCIL MOTION – GANG TRENDS

RECOMMENDED ACTION

1. That the Board of Police Commissioners (Board) REVIEW and APPROVE the Los Angeles Police Department's (LAPD) gang trends report.
2. That the Board of Police Commissioners TRANSMIT this report to the Public Safety Committee.

DISCUSSION

On June 9, 2010, a City Council Motion directed the LAPD to report to the Public Safety Committee on the following:

- 1) Criteria used to report and classify crimes as gang-related,
- 2) LAPD protocols for determining which types of incidents necessitate involving gang reduction service providers,
- 3) The LAPD's process for classifying crimes,
- 4) The training officers receive relative to classifying crimes.

The motion also instructed the Department to report an analysis of trends in gang membership and activity over the last five years, including how these trends compare to trends in gang crime during the same period.

Criteria for Reporting and Classifying Gang-related Crimes

The following is the definition of a gang-related crimes and gang-related statistical crimes as delineated in the Department Manual, Volume 4, Section 269.10:

Gang-Related Crime. Any crime may constitute a gang-related crime when the suspect or victim is an active or affiliate gang member, or when circumstances indicate that the crime is consistent with gang activity.

Note: Crime consistent with gang activity *can* include; but is not limited to, incidents when:

- The suspect or victim has a gang tattoo(s);
- The suspect or victim has a gang moniker;
- A statement indicating gang involvement was made;
- The suspect or victim demonstrated gang behavior; or,
- Multiple suspects and gang modus operandi (MO) were involved.

The determination as to whether or not a crime was gang-related is subjective in nature and often a result of the totality of the circumstances. One or more of the following gang-related criteria shall be used to justify that a crime is gang-related.

1. The suspect or victim is a known gang member previously documented as such within Department automated systems,
2. The suspect or victim is a known gang member or affiliate. (Validated by information in the Automated Field Interview (AFI)/NECS, or witness/victim statements.)
3. The suspect or victim has a gang tattoo(s),
4. The suspect or victim has a gang moniker,
5. A statement indicating gang involvement was made,
6. The suspect or victim was “dressed down” or wearing gang colors or clothing,
7. The suspect or victim was demonstrating gang behavior (using gang hand signs),
8. Multiple suspects and gang (MO) involved,
9. The location of the crime was within identified gang boundaries, or at a known gang location or hangout,
10. Similar reports where the suspects were identified as gang members (Similar MOs, suspects, times and location),
11. The type and/or MO of the crime is inherently gang-related (e.g. drive-by shootings, ect.)

Gang-Related Statistical Crimes. When the following violent crimes are determined to be gang-related, they shall be monitored statistically by the Department to assess the level of gang crime in an Area. The statistically monitored gang-related crimes are:

- Murder and Attempt Murder;
- Felony Assault;
- Assault on a Police Officer (Includes Battery, Assault with a Deadly Weapon and Attempt Murder on a Police Officer);
- Robbery;
- Shots Fired into an Inhabited Dwelling;
- Kidnap;
- Rape;
- Arson;
- Witness Intimidation (Includes Criminal Threats);
- Extortion;
- Carjacking; and,
- Gang-related narcotics violations (Felony Health & Safety Code sections 11350, 11351, 11352, 11357(a), 11358, 11359, 11360, 11370.1, 11377, 11378, and 11379).

Department Protocols for Gang Interventionist Response

The Real Time Analysis and Critical Response (RACR) Division maintains a real time notification system to notify interventionists of a gang related critical incident. When determining which types of critical incidents would necessitate response from a gang reduction service provider the following definition is taken into consideration:

Critical incidents are gang-related crime, committed for the benefit of, at the direction of or in association with a criminal street gang. These incidents included but are not limited to serious or violent crimes, such as murder, attempted-murder, and assault with a deadly weapon. Such incidents that have a propensity for gang related retaliation are considered critical incidents.

The Department has drafted a Special Order with the purpose of implementing the Gang Intervention Collaborative for city-wide usage. The draft Special Order is currently pending approval prior to being published and distributed.

Department Process for Classifying Gang Crimes

As previously discussed, the classification of gang crimes at the Area level is as follows: The Area Gang Impact Team (GIT) Officer-in-Charge shall approve the gang-related crime classification. The Crime and Intelligence Analyst (CIA) will then input MO code "0906" into the Consolidated Crime and Arrest Database (CCAD) for crime, arrest, and follow-up reports identified by the GIT as gang-related.

Description of Training Received by Officers Relative to Gang Crime Classification

Currently, the Department provides eight hours of gang awareness training to recruit officers while they attend the police academy. Officers assigned to gang enforcement units attend a 40-hour Gang Awareness School where the concept of intervention and prevention has been incorporated into the curriculum. Classification of gang-related crimes does not fall under the duties assigned to Police Officers working field related assignments. As detailed above, the GIT Officer-in-Charge is responsible for classification of gang-related crimes with the Area personnel memorializing the information into CCAD.

Gang Trends

In the City of Los Angeles, gang membership over the last five years has increased from approximately 38,000 in 2005 to approximately 41,000 in 2009. However, the number of gangs in the City has slightly decreased from 463 to 450. The reason for the slight decline is mainly because the smaller gangs have merged with the larger and stronger gangs.

The gang-related crime trends over the last five years (2005 through 2009) have decreased for the most part. The following are the gang-related crime trends that have decreased over the last five years:

- Murders have decreased from 266 in 2005 to 160 in 2009. A 40% decrease.
- Felony Assaults have decreased from 3337 in 2005 to 2586 in 2009. A 23% decrease.
- Shots Fired into an Inhabited Dwellings have decreased from 174 in 2005 to 154 in 2009. A 11% decrease.
- Kidnaps have decreased from 40 in 2005 to 37 in 2009. An 8% decrease.
- Rapes have decreased from 40 in 2005 to 36 in 2009. An 1% decrease.
- Carjackings have decreased from 176 in 2005 to 103 in 2009. A 41% decrease.

Note: Arson has remained the same with 6 in 2005 and 2009.

Overall, there is no apparent correlation between the changes in gang membership and gang crime. During this 5-year period gang membership has increased but gang crime did not.

In an effort to maintain focused on the seriousness of gangs, the Department maintains a list of Top Ten Targeted Gangs as well as the Top Ten Wanted Gang Members. Also, trends in gang membership are not monitored or analyzed for the effect on gang crime by one entity within the Department. Rather, each Area and Bureau continuously track the gang element and its stronghold on the community within their own area of responsibility.

Also, a Department Operations Order No. 12, dated November 12, 2008, directs Area Crime Analysis Details with performing certain Gang Crime Analysis Detail functions. One of which involves the monitoring of criminal activities within various gang territories and analyzing data to identify crime trends, patterns, series, and other pertinent information.

Should you have any questions regarding this correspondence, please contact Commander David Doan, Chief of Detectives, at (213) 486-7000.

Respectfully,


CHARLIE BECK
Chief of Police

BOARD OF
POLICE COMMISSIONERS

Approved August 17, 2010
Secretary Maria Silva

MOTION

PUBLIC SAFETY

One of the challenges facing the City has been ensuring that clear guidelines are in place for classifying crimes when they happen and subsequently reporting them. Recently, there have been conflicting reports as to whether certain non-gang related incidents, such as property or domestic disputes, may have been inadvertently classified as gang-related disputes. Such a misclassification may be problematic because if an incident is incorrectly classified as a gang-related dispute, gang intervention workers may be summoned to a crime scene when in fact the incident is not gang-related.

It is unclear what criteria or guidelines law enforcement is evaluating when determining whether an incident is gang-related. It is also unclear what training officers are receiving relative to identifying gang members and determining whether to classify an incident as gang-related.

The accuracy and consistency of crime reporting is integral to public safety and having accurate reporting on crime ensures that we're effectively utilizing all of our budgetary resources. There have been numerous motions regarding evaluating the accuracy and effectiveness of current gang-related reporting including CF 07-2507 and CF 07-2507-S1 that instruct the CLA to present a report evaluating the Justice Policy Institute's Report, "Gang Wars - The Failure of Enforcement Tactics and the Need for Effective Public Safety Strategies." Therefore, the Council, the Mayor's Gang Reduction and Youth Intervention (GRYD) and gang intervention service providers should partner with the Los Angeles Police Department (LAPD) to review current crime reporting procedures and protocols.

I THEREFORE MOVE that the Los Angeles Police Department be instructed to report to the Public Safety Committee and Council in 60 days on the following: 1) the criteria used to report and classify crimes as gang-related; 2) the Department's protocols for determining which types of incidents necessitate involving gang reduction service providers; 3) the Department's process for classifying crimes; and 4) the training officers receive relative to classifying crimes.

I FURTHER MOVE that the Council:

1. Instruct the City Administrative Officer (CAO) to report to Council with the budget for each planned Gang Reduction and Youth Development (GRYD) Zone, including but not limited to:

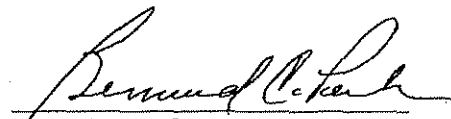
- a. Sources of funds (General Fund, grants, etc.);
- b. Uses of funds (services, law enforcement, administration, etc.), and;
- c. The timeline for implementation of each GRYD Zone

2. Instruct the Los Angeles Police Department report to Council with an analysis of trends in gang membership and activity over the last five years including how these trends compare to trends in gang crime during the same period.

3. Request the Mayor's Office of Gang Reduction and Youth Development to report to Council upon the completion of each Gang Reduction and Youth Development Zone's service assessment with recommendations for complementary services and a discussion of how they will result in an effective balance of services and law enforcement activity in each Zone.

PRESENTED BY:


TONY CARDENAS
Councilmember, 6th District


BERNARD C. PARKS
Councilmember, 8th District

SECONDED BY:

