PROJECT SAFE NEIGHBORHOODS EASTERN DISTRICT OF WASHINGTON

STRATEGIC ACTION PLAN
FY 2018

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January 2019

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PROJECT SAFE NEIGHBORHOODS: EASTERN DISTRICT OF WASHINGTON: STRATEGIC ACTION PLAN FY 2018

I.   Planning Phase

A. Partnerships for Planning Phase
Successful and comprehensive partnerships are essential for any sustainable reduction in gun/gang violence. The PSN Task Force, coordinated by the USAO, is a collaboration between federal, state, and local law enforcement partners to address the issue of gun crime and gang violence. Partners include ATF, DEA, USMS, HSI, Border Patrol, FBI, TSA, U.S Probation, WA DOC, the local law enforcement agencies in the selected cities, as well as the research partner, Maike & Associates, and WASPC (fiscal agent). Additionally, the PSN Partnership complements and enhances existing collaborations between local and federal law enforcement as well as the local and federal prosecuting authorities. This includes continued collaboration and cooperation between theses federal and state entities and the Yakama Nation.

Key partners, specifically the USAO, Yakima Police Department Gang Unit and Crime Analyst Unit, and the Research Partner, led the strategic planning process. The Strategic Action Plan was presented to members of the PSN Steering Committee, for input and suggestions. Based upon feedback and knowledge gained during the PSN National Conference, strategies were narrowed in focus to ensure higher accountability.

B. Problem Analysis to Develop Targeted and Prioritized Enforcement Strategies
The Eastern District of Washington covers a large geographic area, comprising nearly two-thirds of the land mass in the State (41,826 square miles), stretching from the crest of the Cascade Mountain range to the West to the Idaho border to the East. A total of 20 counties make up the ED, with an estimated population of 1.58 million citizens (2017 Census). According to the U.S. Probation's Risk Index, the Eastern District of Washington ranks 3rd in the United States.

Gun crimes and associated gun and gang violence pose an ongoing and significant problem in the Eastern District of Washington. In fact, in October 2017, Governor Inslee met with over 100 government officials, members of law-enforcement, and the community to discuss the escalating gang problem and to seek solutions, stating, "*The level of gang violence in Yakima and other parts of the state is unacceptable, while there is an obvious need for assistance for law enforcement, we know we also need preventive services.*"[1]

Although the PSN region accounts for a fraction of the state's population, Yakima County ranks in the top three (of 39) for gang activity. In fact, the County has a long and deep-rooted history of gun and gang violence, with Hispanic gangs present in this region since the 1970s, including those led by Nuestra Familia and Nortenos. Gangs are most active in the cities of Sunnyside, Toppenish, and Yakima, with the smaller surrounding cities also feeling the impact of these gangs. For example, the Yakima Police Department Gang Unit has identified 26 street gangs, with ties to Surenos, Nortenos, and Crips active within the City, with membership estimated at 1300 members/associates. Area law enforcement agencies indicate that Yakima area gangs are organized and are prone to overt acts of violence.

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[1] Source: https://www.governor.wa.gov/news-media/summit-gangs-connect-communities-across-washington

Additionally, gang-related crime and violence are concentrated around tribal lands, including the Yakama Reservation bordering the City of Toppenish. The increased prevalence of gangs on tribal lands over the years has led to higher levels of organization, including leadership in urban areas. The stronger presence has allowed for the exploitation of the unique vulnerabilities of the remote rural community that often have limited law enforcement resources. The resultant impact is an increase in drug dealing and other criminal operations needed to finance gangs.[2]

C. Results of the Problem Analysis – What Do WE Believe Are the Key Drivers of Our Violence Problem?
For decades, violence and other criminal activity perpetrated by street gangs have negatively impacted communities. It is well known that street gangs pose a great threat – destabilizing the local economy, perpetuating violence, and engaging in criminal activities including assault, robbery, drug trafficking, drive-by shootings, and threats and intimidation (National Gang Intelligence Center, 2015; Rodriquez, 2010). The presence of street gangs provides additional challenges to law enforcement agencies. In fact, a recent report, *Reducing Violent Crime in American Cities: An Opportunity to Lead* (Police Foundation, 2017, p. 51) noted that, "Gang members, their affiliates, and youth are increasingly resorting to gun use to conduct business, resolve conflicts, and assert dominance…these smaller gangs and gang affiliates create a unique set of problems for law enforcement." Local law enforcement departments face these challenges, reporting increased gun violence fueled in part by local gangs. The following recent news stories underscore the gun and gang-related violence in the area: *"19-year-old arrested after Saturday suspected gang fight, shots fired" (Yakima Herald, June 2018); "Yakima police say their efforts against gangs are working but many people say it doesn't feel like that in their neighborhood. It was bad, it's getting worse and it's gonna get worse, I know it is,"* Eli Angelo Salazar said. *"Now, somebody else is going to retaliate, it's never going to come to an end"* (KIMA News, November 2017); *"Yakima police get nowhere with gang killings"* (Yakima Herald, May 2017); *"Yakima police: Man injured in gang-related shooting"* (KIMA News, March 2018).

The PSN target area for this project is the City of Yakima, located in Yakima County, in central Washington. Yakima is the largest city in Yakima County and the 9[th]largest in the state with a population of approximately 94,000 (2017). The majority of the population identifies as either White (48.5%) or Hispanic/Latino (45.8%) comprising approximately 94% of the total population. Just over one quarter of city residents (27.9%) are under the age of 18: the median age is 33.0 years – a younger population as compared to the state (38.0 years).[3] Over the years, the Yakima Valley has experienced a large influx of Latino immigrants, many from the state of Michoacán in central Mexico.[4] Census data indicate that nearly one in five (17.6%) city residents are foreign born – above both national (13.2%) and state (13.5%) rates, with 37.8% of residents speaking a language other than English at home, nearly twice the state and national rates (19.0% and 21.2%, respectively). City residents also experience higher rates of poverty as compared to state (11.0%) and national (12.3%) averages, with 22.9% of citizens living in poverty.

The table below demonstrates changes in reported violent crimes (aggravated assaults, homicide, rape, and robbery) in the City of Yakima for the period 2014-2017.

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[2] Source: Rodriquez, D. (2010). Washington State Gang Intelligence Bulletin. Northwest High Intensity Drug Trafficking Area. Available at: https://info.publicintelligence.net/WashingtonGangGuide.pdf
[3] Source: https://www.census.gov/quickfacts/fact/table/yakimacitywashington,wa,US/IPE120217
[4] Source: https://www.yakimawa.gov/visit/about/

Table 1: City of Yakima Violent Crime (Population 93,667) Trend 2014 - 2017

Violent Crime	2014	2015	2016	2017	Trend Line	% change 2014 vs. 2017
Aggravated Assault	253	330	316	341		35%
Homicide	4	7	15	13		225%
Rape	35	45	39	64		83%
Robbery	115	127	128	145		26%
Overall Violent Crime	407	509	498	563		38%
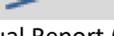
Source: https://ucr.fbi.gov/nibrs/2016 (2015) (2014); Crime in Washington Annual Report (2017)

Across the PSN targeted region, data show an increase in all levels of violent crime. In fact, between 2014 and 2017 overall violent crime increased by 38% (156 incidents), with rates trending upward for all crime types. Moreover, findings indicate that in 2017, the overall violent crime rate in the City of Yakima was twice that of the state average (6.0 per 1,000 vs. 3.0, State). Analysis shows that a contributing factor to the rise in violent crime is a significant escalation in homicides (more than tripling across the 4-year period), with reported aggravated assaults rising by over one-third as compared to 2014.

These figures, however, tell only a part of the story. Incident data provided by the City of Yakima further demonstrate an escalation of both firearm and gang involved criminal incidents. A review of police reports indicates a 23% rise in reported firearm related offenses between 2014 and 2017 (177 vs. 144, 2014). Moreover, the proportion of these crime types that were gang-involved also increased dramatically. In fact, in 2014 38% of firearm cases were identified as gang-related, with this increasing to 45% in 2017 – a nearly 20% rise in gang-involved firearm offenses.

Due to the lack of intelligence sharing, law enforcement partners have limited actionable tactical crime analysis products that could ultimately guide patrol and proactive detective/gang unit efforts. These factors, coupled with the absence of a strategic, data driven approach, have considerably limited the region's ability to identify sources of gun and gang-related violent crime and to target the most prolific violent offenders. These identified gaps, in conjunction with the high rates of violent crime across the PSN region, underscore the need for a comprehensive, multi-component, strategic approach.

II.   II. Implementation Plan: Violence Reduction Strategies

A. Goal Identification
The overarching goal of our initiative is: *To reduce gun and gang violence in the region through a comprehensive, multi-component strategy.* To address the problems outlined above, the PSN partnership will take a multi-pronged approach, implementing a set of evidence-based and evidence-informed violence reduction strategies. (See Appendix A for key PSN partners).

B. Targeted and Prioritized Enforcement Strategies to Address the Drivers of Violent Crime
The proposed model incorporates field-proven tactics and strategies including: 1) timely and accurate research to understand the scope of the problem and direct resources for the greatest impact; 2) identification of the most chronic, violent criminal street gangs that are known to use guns in the commission of their crimes; 3) analyze data to narrow the list to those criminal street gangs and gang members who are most likely to escalate in gun-related violence; 4) comprehensive collection, analysis, and sharing of critical crime gun data and gun processing protocols across the region; 5) creation of

policies, directives, and performance measures to ensure that effective crime-solving and prevention tactics become institutionalized across the region; and 6) initiate an effective prosecution strategy. The following guides our work.

Objective 1: To reduce firearm crimes and gang violence through enhanced enforcement.

Strategy 1.1. Offender Notification Meetings – This strategy was selected because it is an effective, coordinated response to rising gun and gang violence. These meetings focus on probationers or parolees identified as high risk, often gang-affiliated, for committing gun related crimes. The first objective is to send a clear message of targeted enforcement to these individuals, communicating that gun violence will not be tolerated. The second objective is to provide pro-social alternatives to continued violence for these individuals. Partners will include representatives from law enforcement, prosecutors and corrections, local social service and community-based providers, and members of the faith-based community.

Activities:
1.1.a. Define "violent" offenders.

1.1.b. Identify active violent offenders with a focus on those known to be most active in the targeted region.

1.1.c. Coordinate call-in meetings with stakeholder partners.

1.1.d. Implement call-in meetings and pro-social follow up component.

1.1.e. Develop and implement assessment process and outcomes to inform and guide PSN Task Force.

Strategy 1.2. National Integrated Ballistic Information Network (NIBIN) & Firearms Tracing - This strategy was selected as a key intervention because of its ability to target the most violent offenders in a collaborative manner and to meet the need for a proactive, intelligence-based approach. More effective data monitoring will produce timely, precise, and objective intelligence data, and will focus law enforcement, forensic, and prosecutorial resources. Components of this strategy include: 1) Timely submittal of ballistic evidence into the National Integrated Ballistic Information Network; 2) Linking firearms through E-Trace; and, 3) Training enforcement partners in the NIBIN submittal process.

Activities:
1.2.a. Develop and implement "best practice" NIBIN submission protocol.

1.2.b. Train YPD and YCSO officers and other PSN partners on NIBIN and collection of spent casings and bullets per "best practice" NIBIN submission policy.

1.2.c. PSN partner agencies will strive to submit all ballistic data within 24-72 hours of recovery from a crime scene. PSN law enforcement partners will collect all bullets and cartridge casings at crime scenes as evidentiary items to be entered into NIBIN. Concurrently, PSN partner agencies will request that WSP prioritize cases from the City of Yakima, which has been identified as a location for concentrated crime within the region.

1.2.d. Assign dedicated Point of Contact within each agency for coordination of Task Force investigative

efforts.

1.2.e. ATF will dedicate resources for proactive investigations of NIBIN hits in greater Yakima County. When a hit is generated, notification will be sent to the LEA Point of Contact, and detectives assigned to the associated cases. As appropriate, this team will review and prioritize hits tied to cases that may benefit from focused investigations.

Objective 2: To improve use of data by the PSN partnership to monitor trends and patterns in gun and gang crime in the focus area.

Strategy 2.1. Social Network Analysis (SNA) – Social network analysis (SNA) is the mapping and measuring of relationships and flows between people, groups, and other connected information. SNA provides both a visual and a mathematical analysis of human relationships. SNA results will be used to identify and target the District's most serious violent offenders (gang and gun-related). This process will further define strategies appropriate to address identified issues throughout the project period.

Activities:
2.1a. Conduct brief overview of SNA with local partners and law enforcement partners; including defining SNA terms and group audit process.

2.2b. Conduct a Group Audit with PSN Law Enforcement partner jurisdictions to identify active gang/group members operating in the region.

2.2c. Use SNA and Group Audit results to identify and target the District's most serious violent offenders (gang and gun-related). Refine focused deterrence strategies appropriate to address identified issues.

2.2d. In consultation with the prosecutors and the USAO, prioritize warrants for these high-risk offenders using criteria such as: 1) the nature of the crime, 2) the violent history of the offender, and/or 3) the issuance of a credible threat by the offender.

2.2e. Prioritize results, determine the best strategies to impact networks with pro-active measures e.g., prosecute most violent offenders, and track these cases through final disposition; and develop strategies to address high-risk offenders.

Strategy 2.2. Fatal and Non-Fatal Shooting Review – PSN partners (enforcement and Research Partner) will examine recent firearm involved data to identify locations where firearm crime and gang violence is greatest in the targeted region and implement appropriate crime reduction strategies.

Activities:
2.2a. Define fatal and non-fatal shooting.

2.2b. Conduct analysis of LE partner shots-fired data to identify locations where firearm crime and gang violence is greatest region wide.

2.2c. Identify patterns and trends to better understand group related shooting and how fatal and non-fatal shootings differ.

C. Prevention Strategies to Complement Enforcement
Research indicates that enforcement alone will not stem the tide of gang and firearm violence; rather violence reduction requires a comprehensive approach that includes both prevention and deterrence strategies.[5] As such, this initiative will support outreach, education, reentry, and prevention services through the efforts and relationships that currently exist with community stakeholder partnerships in collaboration with the selected law enforcement agencies *(*see Appendix E*).*

D. Accountability
The goal of the PSN partnership is to be intelligence-led, data-driven, and focused on outcomes. Law enforcement partners will adopt an intelligence-led policing (ILP) model.[6] ILP plays an important role in effective crime reduction, as well as developing an operational investigative strategy, developing case budgets, and formulating goals of gang-related cases. The ILP framework facilitates crime and problem reduction, disruption, and prevention through both strategic management and effective enforcement strategies, using data analysis and crime intelligence to target prolific and serious offenders. Specifically, the District will center its efforts on locations where firearm crime and violence is greatest e.g., "hot-spots", with the intent of reducing criminal activity in the targeted precincts. This will be accomplished by coordinating and using existing information in a more systematic, strategic and effective manner. By tracking the success of efforts over time, the District will evaluate and refine its efforts to combat and prosecute gun and gang-related crimes.

The stated project goal and objectives, as well as GPRA performance measures, will be used to determine project progress with these assessed at regular intervals. For example, decreasing the number of violent crime incidents – e.g., homicide, robbery, aggravated assault – are direct measures of success. Crime Analysts within each agency will collect these data, including date/time, location, and the nature of gang involvement, if any. Data on incidents from baseline through project end will be extracted from each agency's records management system and shared with the Research Partner for analysis. Data will be analyzed by focus areas (to be determined through the action planning process) to assess intervention impacts on these outcomes on a semi-annual basis. Trend analysis will be conducted and shared with partners on a monthly basis on these variables pre- vs. post-intervention.

The Research Partner will provide guidance and support during the development and implementation of the Strategic Action Plan. Technical assistance and support will include problem identification, systematic data collection, and analysis to identify the key drivers of gun- and gang-related violence to inform prevention and control strategies. Technical assistance will be provided to support the implementation of selected strategies, as well as a comprehensive evaluation of the impact of these on gun- and gang-related violence in the region. The evaluation will ultimately be shaped by the nature of the specific interventions developed as part of the Strategic Action Plan. As the evaluation will be tailored to specific strategies, the evaluation design presented here is a basic plan that focuses on the impacts of gun crime and gang violence and the primary outcome measures and includes two phases: process and outcomes.

The process evaluation will measure the integrity of the planned project and present findings related to the advantages and barriers to implementing the project. Measures of enforcement and intervention activities will be developed as part of this phase. The outcome evaluation will focus on both agency-level

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[5] McGarrell et al. (2013). An Assessment of the Comprehensive Anit-Gang Initiative: Final Report. US Department of Justice.
[6] Ratcliffe, J. (2008). Intelligence-led Policing. Willan Publishing: Cullompton, Devon. www.jratcliffe.net/ilp

and community-level impacts. This will include pre-post comparisons of homicide and violent crime trends; overall crime trends, and the assessment of gun-crime specific incidents.

The stated project goal and objectives, as well as GPRA performance measures, will be used to determine project progress with these assessed at regular intervals. For example, examining changes in violent crime incidents – e.g., homicide, robbery, aggravated assault – are tangible measures of success. Crime Analysts within each agency will collect these data, including date/time, location, and the nature of gang involvement, if any. Data on incidents from baseline through project end will be extracted from each agency's records management system and shared with the Research Partner for analysis. Data will be analyzed by focus areas (to be determined through the action planning process) to assess intervention impacts on these outcomes on a semi-annual basis. As noted, trend analysis will be conducted on these variables pre- vs. post-intervention.

Data related to the selected project goals and objectives will be provided to the Research Partner at least quarterly for analysis. These data will be summarized by the Research Partner and reported quarterly to the PSN team members to assess project progress. Information will be collected on the overall PSN process and how project partners used data to monitor trends and patterns in gun and gang crime across the project period.

Maike & Associates, LLC, led by Michelle Maike, MA, will assist with strategic planning and monitoring program impacts and effectiveness in reducing violent gun and gang crime. Ms. Maike has over 20 years of experience in applied research, evaluation, and planning. She is knowledgeable in the development of logic models, process and impact evaluations, qualitative and quantitative research methods, simple and multivariate data analysis, working with criminal and juvenile justice agencies, and oral and written presentations of evaluation results. As research partner, Maike & Associates will attend and participate in PSN Task Force meetings (via teleconference and in person when required), review best practices and evidence-based research to aid project outcomes, and conduct the project evaluation at the end of the grant.

The WASPC Chief of Staff, in collaboration with the Research Partner, will be responsible for data collection and reporting on the required performance metrics. Both partners have knowledge and experience reporting data using the Performance Measurement Tool (PMT). The Research Partner will work with the PSN Partnership to draft the Strategic Action Plan, finalize the evaluation design, and determine the most efficient process to obtain data about program operations and measuring outcomes. Researchers and PSN team members will regularly meet for planning, analysis, implementation of the project's strategies, and to review data to assess impacts and make recommendations to aid in the successful achievement of project outcomes.

The PSN Task Force will meet quarterly to provide oversight and direction to the selected team. The research partner and team members will brief the task force committee on current activities and collaboratively adjust the model to meet the needs of the project and the community it serves. Other anticipated partners will include federal and agencies that have a history working with the Eastern District, such as the Yakama Nation Tribal Police. In addition to these embedded partners, we anticipate through the competitive process selecting key stakeholder agencies that have to capacity and willingness to implement the above outlined innovative policing strategies. The PSN Program will seek to add additional stakeholders to the Program, as appropriate, to effectively accomplish the PSN mission of reduction of crime in Yakima County.

E. Next Steps

WASPC releases RFP. Team reviews responses. Award funds. Establish timeline for strategy implementation.

Establish regular meeting schedule of the PSN Management Team, encourage each member of the team to participate in the VRAT.

In collaboration with the Research Partner, routinely review data and prioritize actions based upon findings. Regularly review project progress and make adjustment to strategies and/or actions as appropriate.

Prior research has shown that the same gun is often used in multiple crimes. Therefore, we will recommend all law enforcement agencies in the PSN region submit casings, ammunition, and firearms to ATF's NIBIN (National Integrated Ballistic Information Network) to identify violent offenders more effectively (including for possible federal prosecution). PSN cases will receive priority for their ballistic evidence to be entered into the NIBIN system to increase timely ballistic results that could link multiple crime scenes and help in their investigations. The proposed project would implement protocols recommended by ATF, which call for the application of common crime gun and evidence processing protocols for the investigation of gun-related crimes.

APPENDICES

APPENDIX A – KEY PSN PARTNERS

PSN Key Partners:	Involved in Planning	Will be involved in Implementation
Criminal Justice Partners		
Police (local): Yakima Police Department, Washington State Patrol, Yakima Co. Sherriff's Office	Yes	Yes
Federal law enforcement (specify): ATF, USMS	Yes	Yes
Prosecutor's Office	Yes	Potential for Involvement
U.S. Attorney Office	Yes	Yes
Community Corrections	No	Potential for Involvement
Department of Correction: Washington State	No	Yes
State Probation and/or Parole	No	Potential for Involvement
Other:		
Research partner: Maike & Associates, LLC	Yes	Yes
Fiscal Agent: Washington Assoc. of Sheriffs and Police Chiefs	Yes	No
Local Government:		
Schools	No	Potential for Involvement
Executive (Mayor's Office, Mgr): City of Yakima	No	Yes
Public Housing	No	Potential for Involvement
Community Stakeholders:		
Faith Community	No	Potential for Involvement
Neighborhood Associations	No	No
Foundations	No	No
Social Services	No	Potential for Involvement
Outreach Workers	No	Potential for Involvement
Trauma Center	No	No

APPENDIX B – SOURCES OF DATA FOR ANALYZING PROBLEM

What types of data and sources of information have you gathered and analyzed?	
Calls for police service	No
Police incident reports	Yes
Street level intelligence	Yes
Systematic crime incident reviews	No
Shots fired	Yes*
NIBIN (National Integrated Ballistics Intelligence Network)	Yes*
Gun crime case processing	No
Citizen perceptions	No
Community characteristics	Yes
Other	-
What types of analysis have you conducted?	
Trend analysis	Yes
Crime mapping	Yes*
Risk Terrain Mapping	No
Social Network Analysis	Yes*
Gang audits	Yes*
Repeat violent offender patterns	Yes*
Other	-

*Next steps

APPENDIX C – PROBLEM ANALYSIS SUMMARY

Based on your analysis of gun crime patterns, to what extent are the following drivers of gun violence in your target area? (repeat if multiple target areas)		
City of Yakima	**Rate (1=highest priority; 2=priority; 3=concern but not as significant relative to others; 4=does not appear to drive a significant amount of our gun crime)**	**Note if this will be a focus of your gun violence reduction strategy**
Gangs or violent street groups	1	Yes
Geographic hot spot areas	1	Yes
Felons in possession	2	Yes
Prolific (chronic) violent offenders	1	Yes
Street disputes	1	No
Household/family/neighbor disputes	unknown	No
Intimate partner violence	Unknown	No
Illegal drug markets	2	No
Other (specify)		-

APPENDIX D - LINKING STRATEGIES TO PROBLEM ANALYSIS

For each identified driver of gun violence, what strategies have you identified to address the problem?	
Insert Drivers of Gun Crime that your team has prioritized (from Appendix C)	**Strategies**
Gangs or violent street groups	Firearms Tracing/NIBIN; Offender Notification; Fatal/Non-Fatal Shooting Reviews; Group Audit; SNA
Geographic hot spot areas	Directed Patrols
Felons in possession	Offender Notification Meetings; Enhanced Prosecution
Prolific (chronic) violent offenders	Offender Notification Meetings; Pulling levers
Street disputes	Group Audit; SNA; Offender Notification Meetings
Illegal Drug Markets	Continue to support work of USMS, FBI Task Force

APPENDIX E -PREVENTION STRATEGIES

Identify prevention strategies that focus on high-risk people and places?	
People (e.g. high-risk youth; gun involved former prisoners returning to community; shooting victims; community engagement & awareness)	**Strategies**
Gun involved felons returning to community	The ED will continue to participate and support the WA DOC F.A.C.E. Program. This is a modified notification meeting to offenders housed in WA DOC facilities in the ED. The PSN Program endeavors to expand these meetings to the Bureau of Prisons Residential Re-Entry Center in the ED through partnership with U.S. Probation, as well as to JRAs through continued partnership with WA DOC and Yakima County Juvenile Probation.
Places (e.g. repeat violent crime locations; repeat violent crime street segments; high violence neighborhoods, precincts, beats)	
Target Enforcement Areas	Implement Offender Notification meetings to deter continued violence by presenting chronic offenders with the choice between support for changing their behavior or coordinated law enforcement action if they choose not to change.