The Los Angeles Crime Gun Intelligence Center: Strategic Plan

February 2018

Introduction

The Los Angeles Police Department (LAPD) received a grant from the Bureau of Justice Assistance (BJA) to establish the Los Angeles Crime Gun Intelligence Center (LA CGIC). The Center is a collaboration that focuses on the collection, management, and analysis of crime gun data and seeks to reduce gun-related crime in a specific area of the city of Los Angeles – 77th Street Division.

The collaboration includes: LAPD (Operations South Bureau, 77th Street Division, and Forensic Sciences Division), Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF), US Attorney's Office (USAO), Los Angeles County District Attorney's Office (LADA), Los Angeles City Attorney's Office (LACA), Los Angeles County Department of Probation (LACDP), and LAPD's Research Partner, Justice & Security Strategies, Inc. (JSS).

This strategic plan serves as a guide for the LA CGIC. It follows the model suggested by BJA and the Police Foundation. The plan includes an examination of the problem; the evidence-based approach (based on the Foundation's assessment); a discussion of the process and impact evaluation; a brief discussion on training and technical assistance; and a logic model with goals, inputs, outputs (activities), outcomes, assumptions, and external factors.

I. Targeted Problem

Los Angeles, CA is the second largest city in the United States with a population of nearly 3.8 million residents distributed over 472 square miles. The LAPD is the third largest police force in the US with about 10,000 sworn and 2,800 civilian employees. Chief Charlie Beck oversees the department that is divided into 21 separate patrol divisions, organized into four bureaus, which cover the service area.

In 2016, four divisions in Los Angeles continued to account for the lion's share of the violent crime problems. We used data from crime incidents, specifically violent crime (homicides, rapes, robberies, and aggravated assaults) and gun-related crimes (all Part I and Part II crimes that involved a gun). 77th Street, Southeast, Southwest, and Newton Divisions which make up just nine percent of the City's geographic area and 17 percent of the City's population accounted for 36 percent of all the violent crime in Los Angeles and 42 percent of its murders (124 of 295). Figures 1 and 2 show the 21 divisions and their numbers of gun-related and violent crimes from 2006 to 2015, respectively. 77th Street, Southeast, Southwest, and Newton Divisions are in the top four over this time period.
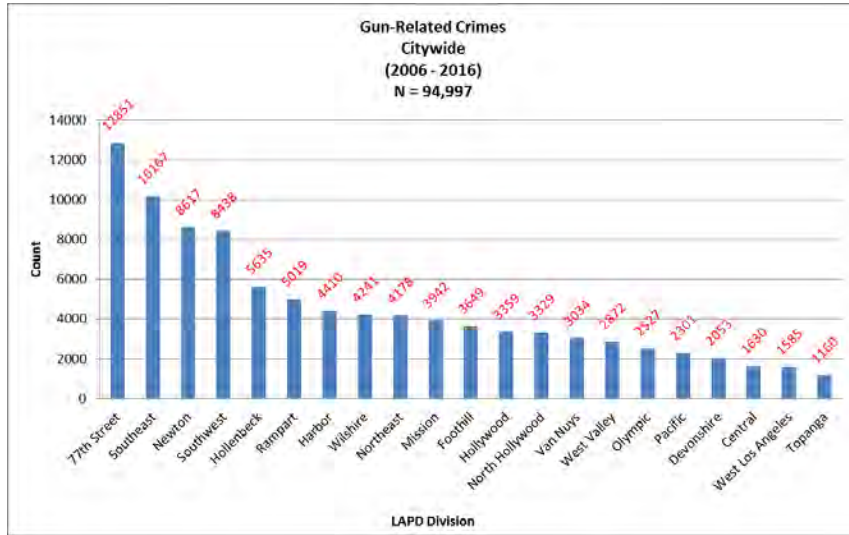
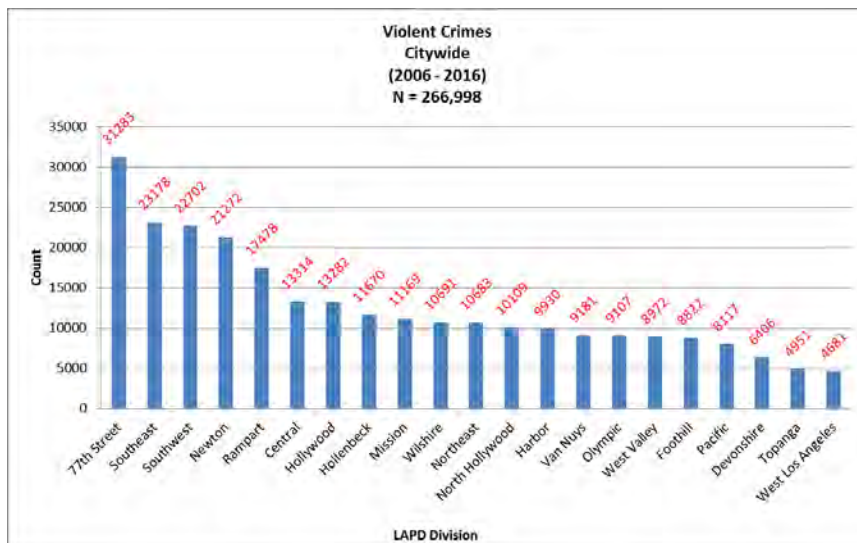*Figure 1. Gun-related crimes in the 21 LAPD Divisions, 2006-2016*

Figure 2. Violent crimes in the 21 LAPD Divisions, 2006-2016

Figures 3 and 4 show the number of gun-related crimes and violent crimes within each of the LAPD area stations for 2016.
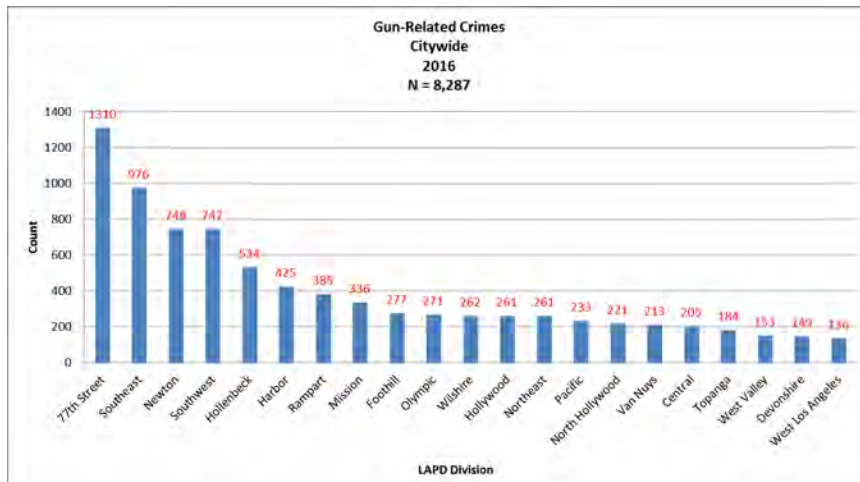
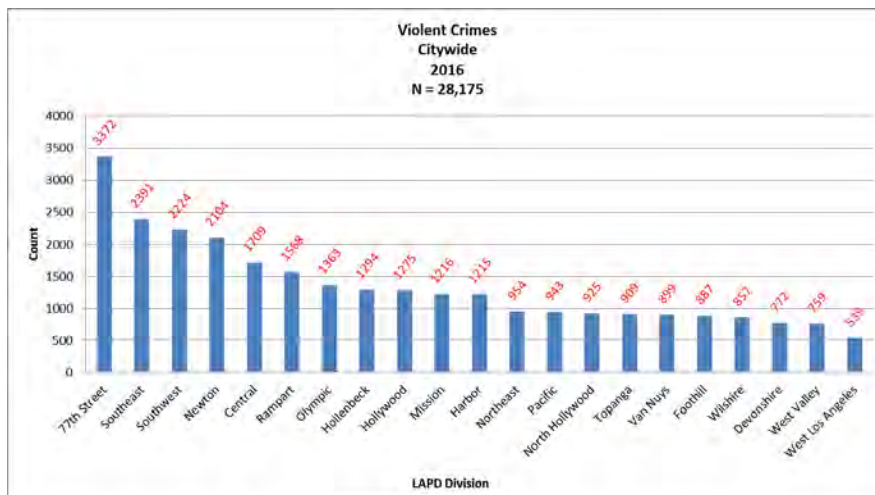**Figure 3. Gun-related crimes 21 LAPD Divisions, 2016**

Figure 4. Violent crimes in the 21 LAPD Divisions, 2016

While the violent crime problem is situated in many parts of South Los Angeles, for now the LA CGIC will conduct a pilot test of its efforts in the most violent area in the city – the 77th Street Division.

In order to identify specific areas for intervention, LAPD crime analysts, along with the research partner, analyzed crime data to identify the top locations of gun violence in 77th Street Division. Analysts examined crime incident and arrest data, as well as calls for police service, over an 11-year period (2006 to 2017). Specifically, the team focused on any Part I or Part II crimes and arrests that involved a firearm including: drive-by shootings, shots fired, robberies, aggravated assaults, homicides, gang-related crime (with a firearm), drug offenses with a gun, vandalism with a gun, etc. For calls for service, the SPI team developed a rigorous protocol that flagged calls for crimes as well as incident code descriptions that included 'shot' or 'gun' in the text fields.

The team of analysts then used spatial analysis (in ESRI's ArcView) to create hotspot/density maps of the locations of gun crimes for each year. The 11-year location-based analysis resulted in the identification of at least five large hotspots, shown in Figure 5.
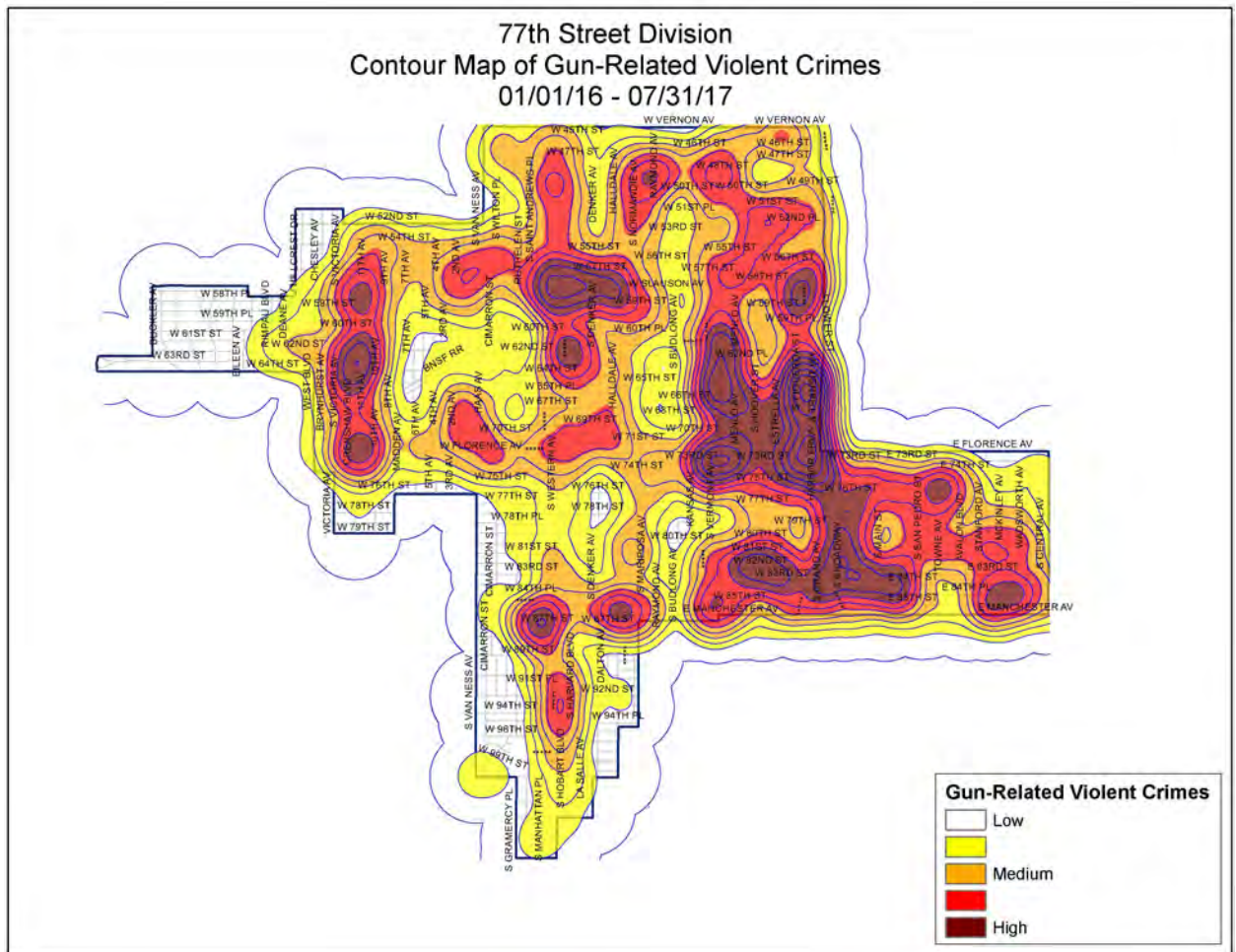

Figure 5. 77th Street Division, violent gun-related crimes, January 1, 2016-July 31, 2017

Figure 5 (above) shows the density of violent gun-related crimes and hot spot areas in 77th Street Division for the most recent 19 months -- January 1, 2016 to July 31, 2017. The contours show the areas where the intensity of violent gun crimes are the highest. These maps were created using LAPD's ArcGIS software and overlaid with numbers of violent gun-related crimes.

II. Approach

The establishment of the Los Angeles Crime Gun Intelligence Center (LA CGIC) emphasizes the use of evidence-based practices to reduce violent, gun-related crime particularly in 77th Street Division. The LA CGIC enables the LAPD and its Forensic Science Division (FSD) to enhance its use of the National Integrated Ballistic Integration Network (NIBIN) and eTrace and to work cooperatively with Federal and local criminal justice agencies as well as its Research Partner.

The basic foundation of LA CGIC includes the following components. The LAPD's Forensics Science Division (FSD) uses NIBIN -- the National Integrated Ballistic Integration Network -- to support entry of all evidence casings and FSD staff test fires casings, makes correlations, develops leads and notifies detectives about those leads. The Department has access to Forensics Firearms Examiners who can confirm NIBIN leads in a timely manner, works closely with the local ATF office, and has a full-time Task Force Officer (TFO) assigned to it. The local ATF is working hand-in-hand with FSD and with detectives at 77th Street Division. ATF is using Etrace to track crime guns and the USAO, LADA, and LACA are active participants in prosecuting shooters. Justice & Security Strategies, Inc. (JSS) is the Research Partner for the LAPD and will play an important role in evaluating the work of the LA CGIC. All of the partners have signed a Memorandum of Understanding.

As described above, 77th Street Division will serve as the pilot area for this project. Based on the Philadelphia model, the LA CGIC will focus on the disruption of gun violence by using *actionable intelligence* developed through NIBIN leads. LAPD Detectives, ATF, and LA CGIC team members will actively disrupt gun violence by using these leads while also focusing on the most violent firearm offenders. These offenders will be identified through a data-driven and forensics-led initiative in efforts to identify, target, investigate, arrest, and ultimately prosecute firearm related offenders.

Using the Philadelphia model, LA CGIC will use Intelligence Packages created by LA ATF's intelligence analyst and ATF agents. The Intelligence Packages will be based on NIBIN hits identified by the LAPD's Forensic Sciences Division. The package will consist of a three-page document that shows the linkages between the NIBIN hits and the incidents. ATF will put them together and disseminate them to LAPD detectives who are part of the LA CGIC team. ATF will be provided access to LAPD's online system to obtain information about investigative reports, and to the Palantir platform. The Intelligence Package will show the incident number, the date of the incident, crime, incident location, type of evidence, purchaser, possessor, suspect victim, and briefly describe what happened. The second page will include a 'link analysis,' depicting the ties between the gun/ballistics and persons and other information. The third page will be a map that shows the locations of the incidents.

To ensure accountability, each month the LA CGIC team will meet to discuss:

- Intelligence Packages,
- Follow up investigations,
- Prosecutions, and
- Shootings that require special attention (e.g., gang retaliations, homicides, etc.)

Overall, the LA CGIC Strategy consists of four key areas:

1. Prioritize NIBIN Cases

- CGIC Priority Lead Cases—investigative lead involving the most recent and violent crimes where there is an identified suspect. These cases can include homicides, armed robberies

involving gangs, crews, or case managements, recovered firearms, firearms trafficking, or have a CGIC Target.

- Investigative Lead Cases (based on Intelligence Packages) – investigative lead provided to detectives who originally investigated the case. These cases can include shootings, violent armed robberies with shots fired, business armed robberies with shots fired, or cases with three or more incidents linked that have relatively high solvability factors.

2. Identify CGIC Targets

- As part of the monthly meeting, shooting Reviews will be held with internal and external criminal justice partners to identify shooting incidents that have or appear to a risk of retaliation due to an ongoing conflict. Offenders and/or groups are identified, prioritized, and action plans are initiated.

3. Collaborative Criminal Investigations

- ATF and LAPD will conduct collaborative retrospective investigations to bring cases to successful conclusion

- ATF and LAPD will utilize surveillance, confidential informants, and other investigative techniques to target violent firearm offenders

- ATF and LAPD will conduct target debriefs to further investigative efforts

4. High Impact Prosecutions

- The Los Angeles District Attorney's Office (LADA), US Attorney's Office, and LA City Attorney's Office will work together to review and prosecute CGIC cases. The grant currently funds an Assistant City Attorney who handles and prosecutes all gun cases that emanate from 77th Street Division. The same representatives from LADA and USAO consistently attend all CGIC monthly meetings and serve as the points of contact for 77th Street detectives.

- LA CGIC will seek federal prosecutions that have higher incarceration sanctions for targeted offenders.

- During the monthly meetings in 2018, prosecutors will create a protocol for how reviews will take place and their frequency.

Members of the LA CGIC

The LA CGIC includes the following units in the LAPD and partners in the criminal justice system:

LAPD Operations South Bureau,
77th Street Division,
LAPD Forensic Science Division (FSD),
Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF),
US Attorney's Office (USAO),
Los Angeles County District Attorney's Office (LADA),
Los Angeles City Attorney's Office (LACA),
Los Angeles County Department of Probation (LACDP), and
LAPD's Research Partner, Justice & Security Strategies, Inc. (JSS).

Evidence-based and Innovative Strategies

In February 2017, the Police Foundation and its subject matter experts conducted an assessment of LA CGIC's current processes and developed a gap analysis to create a CGIC model. Over a seventh-month period (March through September 2017) the LA CGIC has worked closely with the Police Foundation and BJA to refine the recommendations and to assign individuals and organizations to specific tasks. Monthly conference calls and the in-person CGIC convening in Denver have assisted the LA CGIC in clarifying the recommendations. In addition, the LA CGIC steering committee met monthly to discuss various aspects of the gap analysis and identified areas of improvement and areas where adjustments could be made to strengthen the LA CGIC process. Below are the recommendations from the Police Foundation/ National Resource and Technical Assistance Center (NRTAC) and the notations of the LA CGIC regarding implementation. The process map is included in Appendix 1.

Recommendations and Notes Regarding Implementation:

Step 1 – Evidence Collection of Casings and Firearms by Officers/Detectives
1.1 LAPD, in coordination with CGIC partners, should conduct periodic roll call training at the 77th Street Division relating to the CGIC program and NIBIN technology to emphasize the importance of NIBIN to line officers who respond to shots fired calls.
ADOPTED – Beginning in January 2018, the Los Angeles Police Department (LAPD) will conduct roll call training in 77th Street Division to advise patrol officers of LACGIC operations. LA CGIC detectives will train officers on the basics of NIBIN technology and best practices for successful cases. LA CGIC has created a PowerPoint presentation that will be used at the roll call training. 77th Street Division has three shifts per day and detectives will make the rounds to all of the shifts from mid-January 2018 to mid-February 2018 until all of the shifts are covered.

1.2 LAPD department policy should dictate that a re-canvass of a shooting location be conducted within 24 hours of the incident.
ADOPTED IN PART – Due to personnel limitations in patrol and other units we are unable to implement this recommendation at this time. 77th Street Division is one of the busiest geographic areas in the city and has the highest percentage of Priority 3 calls (lights and sirens) in the department (16.5% of its calls are of this nature, compared to the department mean of 12.7%). Reserve police officers are unavailable to assist with this type of assignment as they must be overseen by a supervisor. Thus, it is very difficult for the department to conduct re-canvassing within 24 hours. This recommendation will be considered at a later date.

The roll call training described above will reinforce the importance of recovering shell casings and stress the importance of canvasing all shooting scenes. In addition, the Detective in charge of a shooting case will determine on a case-by-case basis when to conduct a re-canvass of a shooting scene. This is a standard operating procedure. No formal policy will be created.

1.3 LAPD should make the deployment of explosive detecting canines (bomb/gun dog) a standard operating procedure in shots fired calls where no shell casings are recovered, either at the initial call for service or as a follow up procedure during a re-canvass of the division.
ADOPTED IN PART - Due to the limited number of explosive detecting canines, the Detective in charge of a shooting case will determine on a case-by-case basis the deployment of a canine unit.

1.4 LAPD should study the potential benefits of redeploying ShotSpotter in the 77th Street Division as part of an overall strategy to specifically address gun crime in that division.
NOT ADOPTED. LA CGIC team members have decided not to deploy ShotSpotter or any other gunshot detection device in 77th Street Division or to make it a part of this strategy. Instead funds originally budgeted for ShotSpotter ($178,300 in the Contract Category) will be re-allocated as follows:

Contracts
$100,000   Justice & Security Strategies, Inc. for analyzing crime gun data, evaluating LA CGIC, and assisting in the implementation of the LACGIC Strategic Plan.

Supplies
$15,000   High performance laptops (2 X $1,500 = $3,000), 4 Personal Computers (4 X $1,000 = $4,000), one laser printer ($500), toner cartridges ($500/month X 12 months = $6,000), and other supplies (paper, etc. $50 X 12 months = $600); and ArcGIs software ($900).

Equipment
$10,300   Software (Cellbrite) for data extraction, transfer and analysis devices for cellular phones and mobile devices ($10,300).

Other
$53,000   Internet and electrical wiring, furniture, carpeting, and workstations for the LACGIC Office.

LACGIC will move from its current location in the Police Administration Building (PAB) to Operations-South Bureau (OSB). A new, large room is being outfitted for 10 analysts, investigators, and supervisors. This will be the new hub where ATF agents and intelligence analysts, 77th Street gang and homicide detectives, supervisors, an assistant city attorney, and research analysts will work together on shootings, homicides, and other gun crime.

Step 2 – NIBIN Entry and Correlation by Lab/Firearms Trace Initiated

2.1 LAPD Should develop a chain of custody protocol to use light duty officers, or other personal, to transport shell casing evidence to the laboratory several times a week, absent an investigative need for a detective from a 77th Street Division Gang Squad to meet with NIBIN personnel.

ADOPTED – LA CGIC detectives and the Forensic Science Division (FSD) have established a protocol which allows low priority, non-urgent LA CGIC cases (no identifiable suspects or witnesses, no victims of aggravated assaults, etc.) to be transported using the evidence courier system already in place. This change frees detective personnel from personally transporting the non-urgent casings.

Step 3 – Confirmation and Distribution of Lead Notification(s)

3.1 LA CGIC (ATF and LAPD) should coordinate the NIBIN lead referrals process to eliminate duplication of lead triage and to ensure investigation de-confliction takes place.

ADOPTED - The ATF is currently using Epi Info 7 as a database system to track firearms. Epi Info 7 is a Microsoft Access database developed by the Centers for Disease Control and Prevention that allows the creation of multiple survey forms, which can be linked together. ATF Headquarters has adopted Epi 7 as the national standard. The LAPD and ATF have already adopted the use of Epi Info 7 as their database to track lead referrals and eliminate the duplication of lead triage and de-confliction. ATF is in the process of hiring an intelligence analyst who will be co-located at 77th Street Division and be the point of contact to coordinate leads, assist with data entry, and provide reports routinely to LA CGIC team members.

The system will incorporate different reports and data collection generated from all partners, including data from arrest to conviction as well as BJA's required performance measures. JSS Research Analyst, William Lu, will work closely with the intelligence analyst.

Step 4 – Hit Triage and Referral to CGIC Investigators

4.1 ATF should conduct a trace study of all firearms recovered in the 77th Street Division with a NIBIN link over the past 12 months.

ADOPTED - The LAPD and ATF have routinely conducted trace studies with a NIBIN link over the past 18 months. As of December 1, 2017, there were 81 traced firearms with a NIBIN hit associated with LAPD 77th Division, of which 47 were recovered by 77th Division. Of those, 38 were recovered in calendar year 2017.

4.2 LA CGIC should continue to work with Parole and Probation to have an agent assigned to the CGIC.

ADOPTED - The LACGIC have requested the assignment of a Parole and Probation agent from the agencies. The 77th Division currently has a Parole and Probation agent assigned to its gang unit. ATF also has a Parole and Probation agent assigned to its office. The Parole and Probation agents will attend monthly meetings and participate in the reviews of Intelligence Packages, shootings that are of high interest, and in identifying high impact shooters.

Step 5 – CGIC Investigation and Intel De-confliction

5.1 LAPD Task Force Officers (TFOs), ATF special agents assigned to ATF Group 1, and the 77th Street Division Gang Unit should have access to all NIBIN leads.

ADOPTED - The LAPD TFOs, ATF special agents assigned to ATF Group 1, and the 77th Street Division Gang Unit currently have access to all NIBIN leads. By making use of Intelligence Packages created by ATF, LAPD detectives and gang unit members will have direct access to the packages and assist in investigations as needed. They will report on their involvement at the monthly meetings.

5.2 CGIC should develop a list of "perceived firearms" (NIBIN links from multiple crimes where the associated firearm has not yet been recovered) associated through NIBIN leads with the greatest number of recent shootings and CGIC investigators (TFOs and ATF agents) should focus on the most viable of these cases (increased solvability).
ADOPTED –
This recommendation has been adopted through the creation of Intelligence Packages by ATF. NIBIN links between and among specific shootings under investigation will be included in the packages. The 3-page package will include link analysis. LAPD detectives and ATF will work together on these and determine which are most viable.

5.3 CGIC should utilize an existing case management/tracking system, or create a new NIBIN Case Management System, to track NIBIN leads through lead assignment, investigation, arrest, conviction, and sentencing.
ADOPTED – (See 3.1) Epi 7 has been adopted by LA CGIC and will be used to track leads, investigations, arrests, convictions, and sentencing. In addition, Intelligence Packages will also be entered into the database for tracking purposes.

Step 6 – Arrest Warrants Issued by DDA/AUSA
6.1 Experienced gang prosecutors from the U.S. Attorney's Office, the LA County DA's Office, and the LA City Attorney's Office should participate in regular meetings with the LA CGIC to assist with triaging NIBIN leads and selecting top priority targets.
ADOPTED - LACGIC members will continue to attend monthly meetings and bi-weekly phone conferences between the partners for constant updates and feedback. CGIC partners communicate on a regular and consistent basis regarding cases in addition to these meetings.

6.2 Federal, state, and city prosecutors should be trained on the significance of NIBIN leads/hits and associations between offenders and how to develop viable cases based on the CGIC process.
ADOPTED - ATF, LAPD TFOs, and the 77th Street Division Gang Unit will provide a two-day training program for law enforcement, prosecutors, parole and probation. ATF and the LAPD have scheduled training for January 22 and 23, 2018

6.3 NIBIN-related cases should be made distinguishable from other cases that city, state, or federal prosecutors receive. Using a mechanism such as unique color coding, special stamp, etc., it should be clear to whomever receives and handles the case in the prosecutors' office that the case is NIBIN-related. This will allow the City Attorney, District Attorney, and/or U.S. Attorney's Office to identify the case immediately as a priority NIBIN case, before they choose to accept or reject the case. Also, if the person initially receiving the NIBIN-related case has not had any contact with the CGIC, they will still be able to identify the case as unique from other

incoming cases. Each month (as part of the monthly meeting), the prosecutors will provide reports to the LA CGIC team on cases that were assigned to federal, state or local courts. All NIBIN cases that involve city, state or federal prosecution will be tracked in Epi 7. In addition, the case management systems will allow NIBIN cases to be flagged for increased prioritization from the City Attorney, District Attorney, and/or U.S. Attorney's Office.

Step 7 – State or Federal Prosecution
7.1 U.S. Attorney, LA County DA, or LA City Attorney (Federal, state and local prosecutor?) should be immediately notified if a NIBIN offender is arrested.
ADOPTED IN PART - LA CGIC detectives immediately notify CGIC prosecutors (LADA, USAO, and LACA representatives) that a NIBIN offender has been arrested. The detective supervisor makes the notification via telephone and email. At the monthly meetings, these arrestees will also be discussed and prosecutorial partners will be notified if the arrestee is on probation or parole, if there is already a pending case against the arrestee, or if the case comes in a package with confirmed NIBIN hits.

7.2 City Attorney should be notified if a NIBIN offender is charged with a misdemeanor in Superior Court.
ADOPTED - The assigned detective will notify the Los Angeles City Attorney's office (LACA) when a NIBIN offender is charged with an additional crime. A full-time Assistant City Attorney will be hired through the grant during the second year of the program, will be the liaison to the LACA and will be involved in prosecutions of LACGIC cases brought to the LACA.

7.3 CGIC investigators should coordinate with assigned state or federal prosecutors as soon as possible on all NIBIN-related cases to ensure the prosecutor is aware of all NIBIN leads and confirmed hits at every phase of prosecution, including intake, pleas, and sentencing-particular if the case is handled horizontally and the file is moved to a new prosecutor.
ADOPTED – (See 6.1)

7.4 LA County DA's office should consider a system for vertical prosecution NIBIN offenders based on available resources and current system processes.
ADOPTED IN PART - This recommendation is under the discretion of the District Attorney's office. The current practice is to consider vertical prosecution on a case-by-case basis. LACGIC partners will continue to collaborate on investigation and prosecution.

7.5 Prosecutors and CGIC should coordinate the prosecution of related cases.
ADOPTED IN PART – All LACGIC partners will continue to collaborate. The implementation of this recommendation is under the discretion of the involved prosecutor's office.

7.6 NIBIN-related cases should be tracked in the prosecutors' case management system so any prosecutor handling the case can see its priority status and data can be collected on arrest-to-conviction outcomes.
ADOPTED IN PART - The prosecutor's case management system cannot be manipulated (such as adding new fields or adding a new format) because it is maintained by the Department of Justice. However, LACGIC partners will incorporate prosecutorial data into Epi Info 7 for tracking purposes. (See 3.1)

7.7 Prosecutors and investigators should identify how best to improve witness cooperation and reduce witness intimidation in NIBIN-related cases, because prosecutions are not based on NIBIN leads/hits alone.
ADOPTED IN PART - Prosecutors and investigators will work collaboratively to facilitate the prosecution of cases and witness support. Improving witness cooperation will be a discussion point in every monthly meeting. This is particularly important when NIBIN leads are being investigated and detectives need assistance in reaching out to potential witnesses who may have information about the incidents and firearms. Over the course of the next year, LA CGIC will search for 'best practices' for dealing with witness cooperation both within the Department and externally.

7.8 ATF should run a firearm trafficking course in the LA area to educate law enforcement, prosecution, and industry operators on current trends, enforcement techniques and prosecution strategies.
ADOPTED - The ATF has developed a training program that will educate all partners regarding firearm trafficking. ATF currently trains its staff on firearms trafficking. As part of the overall training on January 22 and 23, 2018, ATF will discuss firearms trafficking and the current trends that affect Los Angeles and Southern California.

7.9 U.S. Attorney's Office should base the decision to prosecute upon determining the most effective means of getting the most active violent offenders off the street based upon a subjective review of the evidence.
ADOPTED -
The method of subjective review of the evidence to determine the most effective way of dealing with the most active violent offenders is implemented within the U.S. Attorney's Office. The USAO and LADA communicate regularly and with the monthly meetings beginning in January 2018 discussions about the most active violent offenders will occur in earnest.

Step 8 – Feedback to Officers and Detectives
8.1 CGIC leadership should create a formal feedback system when there is a notable arrest to notify and recognize all officers or crime scene technicians who received shell casings or firearms associated with a NIBIN-related case.
ADOPTED - In regards to patrol officers, a feedback loop will be established at roll call to recognize officers that contributed to the NIBIN case. The Commanding Officer at 77th Street Division, Captain Ralph Ramirez, is a member of the LA CGIC team. He will notify his Patrol Captain and patrol officers who are directly or indirectly involved in a successful NIBIN-related case.

8.2 CGIC leadership, along with federal, state, and local prosecutors, should develop a feedback assessment process to identify and evaluate NIBIN-related cases that are not accepted by a prosecutor.
ADOPTED - When a case is rejected, the prosecutors will provide written notice to the Detective supervisor and to the filing detective of the reasons for the reject. In addition, these cases will be discussed at the monthly meetings.

8.3 CGIC leadership should compile examples of cases where gun crime offenders have been investigated and prosecuted based on NIBIN leads.
ADOPTED - The Epi Info 7 will track gun crime offenders who have been investigated and prosecuted based on NIBIN leads. ATF is developing a success stories bulletin to be shared with CGIC partners and the 77th Division. The bulletin will highlight the contributions from everyone involved in the case investigation, including patrol and case Detectives. A template for the bulletin will be created and disseminated at the January 2018 meeting.

8.4 CGIC leadership should develop or enhance existing community outreach programs to focus on explaining the mission of the CGIC and its successes.
ADOPTED - 77th Street detective in conjunction with the Community Relations Office (CRO) will publish press releases after major arrests involving the LACGIC. Senior Lead Officers (SLOs) will also be updated during the monthly roll call training sessions and will discuss the mission and results during community meetings. In addition, LAPD will publicize its gun crime prevention and intervention strategies through the public information office. Success stories will be highlighted as well.

Expected Results

At the conclusion of this project, LA CGIC members will have addressed the following goals, objectives, and measures:

Goal 1: Reduce violent crime and gun-related crime in specific areas in Los Angeles.

> **Objectives:** Establish and use NIBIN and eTrace routinely; engage in enforcement activities to seize guns, investigate shootings and homicides, make arrests, file cases, and convict offenders.

> **Measures:**
> Track overall violent crime and gun-related crime incidents in 77th Division and the other divisions from 2006 to 2019;
> Track specific shootings, homicides and other gun-related incidents from 2016 to 2018;
> Track the number of gun-related cases closed by arrests;
> Identify suspects who are arrested for gun-related crimes;
> Track number of gun-related cases filed and charged (by LADA, USAO, or LACA);
> Determine number of convictions obtained;
> Track the number of calls for service for shots fired over time;
> Track the number of calls for service for other gun-related incidents;
> Track the number, types, and specifics of LACGIC successes;
> Track the activities of the Forensic Sciences Division regarding casings, NIBIN, and firearms tested; and
> These measures will be tracked and reported to the LA CGIC team on a monthly basis; they will be used for reporting to BJA; and will be used as part of the evaluation.

Goal 2: Increase the production of timely and actionable information regarding violent and gun-related crimes.

Objectives: Use NIBIN, eTrace, and if appropriate, gunshot detection technology; develop a database and provide analytical support; track the process for test-firing firearms; track NIBIN entry, and guns traced in a timely fashion. Purchase NIBIN BRASSTRAX workstations for its NIBIN operators. Provide overtime for Forensic Scientists.

Measures:
Track the number of guns recovered;
Track the number of shell casings entered into NIBIN;
Track the number and percentage of casings entered into NIBIN that are linked to another incident or item in NIBIN;
Track the number and percentage of crime guns traced through ATF; and
Track the number and percentage of crime gun traces resulting in a hit.
These measures will be tracked and reported to the LA CGIC team on a monthly basis; they will be used for reporting to BJA; and will be used as part of the evaluation.

Goal 3: Enhance the collaboration among criminal justice agencies in the City and County of Los Angeles.

Objectives: Create an Executive Team, Tactical Team, Focused Deterrence Team, and Prosecutorial Team as part of the LA CGIC; Provide funds to LACA for a prosecutor.

Measures: Number of meetings held; number of participants attending meetings.

Goal 4: Develop and implement Focused Deterrence to prevent gun-related crimes.

Objectives: Establish a Focused Deterrence Team; work with a community group to ensure participation in the call-ins.

Measures: Number of focused deterrence meetings; number of candidates at the call-ins; other measures as determined in prior research.

Goal 5: Evaluate the efficacy of the comprehensive gun crime reduction strategy in cooperation with an experienced research partner.

Objectives: JSS will evaluate the program by analyzing data described above, case management data, forensics information, and ATF information and data.

Measures: Results of evaluation are presented to the group and BJA quarterly, semiannually and at the end of the grant.

Goal 6: Institute a comprehensive training program that provides criminal justice partners with the skills necessary to effectively investigate and prosecute gun crime.

Objectives: Develop appropriate curricula and training materials.

Measures: Number of trainings hosted; number of persons attending relevant training programs.

The approach that will be undertaken by the LA CGIC team is based in large part on the success of the Denver model. In addition, prior BJA-funded projects (Smart Policing, Smart Prosecution, and TIPS) provide important lessons for how evidence-based practices and research and evaluation can guide criminal justice agencies. The partners have participated in these efforts in the past and are well aware of how data-driven practices can assist in making policy and day-to-day decisions.

III. Evaluating the LA CGIC

The LA CGIC Research Partner, JSS, will conduct a process and impact evaluation of the activities of the LA CGIC and its use of NIBIN, eTrace, and other technologies.

JSS has extensive experience in conducting research and evaluations with criminal justice agencies. JSS has been intimately involved in BJA's Smart Suite of programs. Staff has been involved in field research with police agencies, prosecutors, and community-based organizations. JSS uses a variety of social science methods that are robust and give credence to the findings and results. Further, JSS actively participates in the project while maintaining its independence. (See Appendix 4 for more information about JSS).

As part of its role in LA CGIC, JSS will attend all of the monthly meetings and embed a research analyst within the LAPD. The analyst will collect data, observe activities, and assist with the use of the new database created by ATF (Epi Info 7).

The *process evaluation* focuses on how the initiative was planned and implemented by the LAPD and its partners.

This portion of the evaluation asks implementation questions:

- Did the LA CGIC follow the recommendations of NRTAC that involves evidence collection at the scene through Federal and State prosecution?
- How well does the intervention process and information-sharing work? Did the teams meet regularly?
- How was the strategic plan implemented and did LA CGIC meet the goals of the plan?

The process evaluation involves multiple qualitative and quantitative methods, including interviews and observations of the teams' interactions both in the field and in meetings. Structured interviews of key personnel will be conducted periodically to determine how decisions were made and carried out and how partners collaborated. In addition, statistical counts for a number of activities will be tabulated monthly.

Tables 1 and 2 give examples of the types of information that will be counted and reported on for the process evaluation:

Table 1. Activities of the LACGIC, Jan.-June 2017

Activities	January-June 2017
Arrest Reports	158
DDA/CA/AUSA/Filings	110
Shootings with Casings Recovered	91
LAPD/ATF Task Force Recovered Firearms	41
Total YTD Shotguns Recovered	7
Total YTD Recovered Handguns/Rifles	163
Recovered Firearms	10

Table 2. Activities of the Forensic Sciences Division, July 1, 2016-June 30, 2017

FY 2016-17	LAPD TOTAL	77th ONLY
# of casings submitted to lab	938	284
# of casings entered into NIBIN	927	282
# of firearms submitted to lab	4354	575
# of firearms test fired	3328	474
# of casings & test fires entered into NIBIN	4255	756
Acquisition to Lead/Hit Ratio = **# of Hits/# of Acquisitions**; where a hit is counted ONLY if found at the time of the original acquisition	9.1%	12.4%
# of **NIBIN leads** (high confidence correlations)	515	131

JSS will determine the *impact* of the activities of LA CGIC on crime reduction within 77th Street Division. This part of the evaluation focuses on outcomes:

- Were outcomes achieved as a result of LA CGIC? That is, was violent crime and gun-related crime reduced because of CGIC?
- Do the characteristics of victims and incidents, and especially the use of firearms and level of injuries, change over time and compared to similar areas?
- How does handling of and outcomes for gun involved offenders differ between the target area and comparable areas? What can we say about these differences?

These questions will be addressed using multiple methodologies, including time series analysis, and a panel design.

Methods of Analysis: Interrupted Time Series and Panel Design

To evaluate the impact of LA CGIC on gun crimes, we propose a combination of two methods – Interrupted Times Series design (ITS) and a panel design. Both methods are quasi-experimental designs that are among the strongest ways to determine the success of programs such as these. They come closest to experimental designs because they involve treatment and control groups.

1. Interrupted Time Series Design with Non-Equivalent Controls. This design is used to assess the impact of LA CGIC on crime trends in the 77th Street Division as a whole. The outcomes examined from police incident data will include Total Part I Crime, Total Part I Property Crimes, Only Part I Gun Crimes, Part I and Part II Gun Crimes, Homicide, Robbery, Burglary, and Motor Vehicle Theft. This method provides a strategy for controlling for pre-existing crime trends in 77th Street when assessing intervention effects. Comparisons with other divisions where LA CGIC was not implemented may provide additional confidence that observed intervention effects are genuine.

2. Panel Design Comparisons of Reporting Districts. This design is used to assess whether the Reporting Districts receiving additional resources see tangible reductions in crime compared to other Reporting Districts in other high crime divisions.[1] The outcomes for this analysis are specifically Part I and Part II Gun-Related Crimes, Gun-Related Calls for Service, and Arrests for Gun-Related Crimes. Propensity scores will be incorporated into the analysis to ensure that Reporting Districts most similar to the divisions where the intervention is implemented are provided the most weight in comparisons.

The data used in the evaluation will consist of all Part I and Part II incidents reported to the LAPD from January 2006 to December 2018 (13 years of data). The LAPD divides the city of Los Angeles into 21 administrative divisions headed by a captain.[2] These divisions each cover several neighborhoods within its coverage area. For the proposed evaluation, data from eight LAPD divisions will be used: 77th Street, Newton, Central, Rampart, Hollenbeck, Northeast, Southeast, and Southwest. These divisions form a contiguous area in South/Central/Eastern Los Angeles responsible for the majority of gun crime committed in the city. Each of these divisions is further subdivided into smaller units or Reporting Districts (RDs). These reporting districts represent the primary unit of analysis for the evaluation. Fifty-five of the 389 RDs within these divisions contain between zero and 100 residents. These RDs correspond to areas where there is very little residential land use (railroad tracks, parks, industrial areas, high density commercial

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[1] This includes the Central, Rampart, Hollenbeck, Southeast, Southwest, Newton, and Northeast divisions.

[2] Prior to Jan 4, 2009 the LAPD was organized into 19 divisions. A number of RDs were renumbered and moved between existing and new divisions. While this reorganization reflected a change in the administrative structure of the LAPD, it did not alter the size, shape, or location of these Reporting Districts. While it is possible that this administrative reorganization led to changes in crime rates, only one of the divisions examined here, Rampart, was affected by this reorganization.

areas, etc.). While crime in these areas is important, the dynamics of gun crime in these areas is likely different than areas with a reasonably sized residential population. For this reason, these RDs will be removed from the current analysis. Nonetheless we will have 13 years of data resulting in a total of 156 observations for each of the 334 RDs examined in the proposed analysis.

If reductions in gun crimes occur in 77th Street Division, we need to better understand the nature of this reduction, and thus we will the deconstruct the treatment effects into RDs that receive additional resources (more attention by FSD, more intensive investigations by detectives, etc.) and compare them to those that do not (the seven other comparable divisions).

VI. Training and Technical Assistance

The LA CGIC will work closely with the Police Foundation and its Subject Matter Experts to ensure that the Center is working to its highest capacity. Members of the LA CGIC will participate in conference calls with NRTA and attend CGIC site planning meetings in Denver and elsewhere for the purpose of obtaining assistance with the implementation of their recommendations.

Members of the LA CGIC may travel to other CGICs during the course of the grant period to learn from other sites about their activities and successes and challenges. For example, a peer-to-peer site visit in Philadelphia will occur in November 2017.

Lastly, as the LA CGIC develops its training plan, the Police Foundation and its SMEs may be called upon to provide assistance with curricula, training tips, and materials.

V. Logic Model

A logic model has been created below. We present a matrix that includes our project goals, resources, planned activities to be tested, anticipated outcomes and results, assumptions, and external factors. (Appendix 2 includes a timeline).

Logic Model for LA CGIC

Project Goals	Inputs (Staff Resources)	Outputs (Activities or Solutions)	Outcomes (short, medium, long term)	Assumptions	External Factors
Reduce violent crime and gun-related crime in specific areas in Los Angeles.	The entire LA CGIC team is involved in this goal. LAPD, including detectives, forensics, patrol,	Establish and use NIBIN and eTrace routinely; Engage in enforcement activities to seize guns, investigate	Short and long-term: routinely use NIBIN (within 24 hours ballistics are entered) and eTrace (within 48 hours of	Based on best practices, having the proper equipment is critical to the success of the project. Thus, a new NIBIN	77th Street Division has the highest rate of violent crime and gun-related crime in the city; calls for service for shots fired are

	Probation, LADA, LACA, USAO, and ATF.	shootings and homicides, make arrests, file cases, and convict offenders.	recovery); track and monitor the NIBIN and eTrace hits that lead to arrests, case filings and convictions	machine and workstations will be purchased through the grant; overtime for the firearms unit will be used to increase the speed of reviews; submission of ballistics and firearms will be done efficiently	also high; to attain the goals efficiency is needed across the entire process
Increase the production of timely and actionable information regarding violent and gun-related crimes.	LAPD patrol, detectives, forensics, and ATF.	Use NIBIN, eTrace; develop a database and provide analytical support; track NIBIN entry and guns traced in a timely fashion.	Long term goal: All crime gun data generated by NIBIN and eTrace is uniformly collected, examined, and investigated by LA CGIC partners to ensure that all information is shared with all LA CGIC stakeholders	As a data-driven effort, systematically collecting information is critical. The database for all information will be created, data will be entered, and reports will be generated monthly. ATF, LAPD, and JSS are working on this. Information will be disseminated in a timely way	As with many databases there will be glitches in the initial design and use of the system. We will iron out the problems as quickly as possible.
Enhance the collaboration among criminal justice agencies in the City and County of Los Angeles.	All LA CGIC partners are involved in this goal	Create an Executive Team, Tactical Team, Focused Deterrence Team, and Prosecutorial Team as part of the LA CGIC	Short and medium term: meet monthly to discuss activities, tracking, investigations, and to share information. Long term: establish relationships and systems that will sustain the LA CGIC process	Prior research on PSN indicates that organizations are successful when they work together as a team. Having an understanding of roles and responsibilities is important to each organization. Partners have all signed an MOU laying out	None

				their roles and responsibilities (Appendix 3)	
Develop and implement Focused Deterrence to prevent gun-related crimes.	LAPD Captain at 77th Street and his command staff and community groups are responsible for this program	Establish a Focused Deterrence Team; work with a community group to ensure participation in the call-ins	Short term: establish a process for focused deterrence meetings; select candidates for the call-ins; Long-term: Reduce the involvement of candidates in gun-related crime	Research on focused deterrence indicates that law enforcement and social service partners need to be closely involved with the entire process. The LA CGIC needs to select a community organization and social service groups to assist in this program.	There are a number of challenges to establishing a Focused Deterrence Program including planning, implementation, and adhering to the model. Having 'levers' is extremely important and this will involve probation and other agencies.
Evaluate the efficacy of the comprehensive gun crime reduction strategy in cooperation with an experienced research partner.	Justice & Security Strategies with the assistance of the LA CGIC Team	Evaluate the program by analyzing data described above, case management data, forensics information, and ATF information and data	Short term: process evaluation will be conducted throughout the project. Long-term: Impact evaluation will measure crime reduction, timeliness of the process, and determine whether the program works	JSS has conducted a number of evaluations with criminal justice agencies through BJA programs. JSS has also worked extensively with LAPD and other agencies. Data are available from the LAPD and ATF. Case management data from prosecutor offices are more difficult to extract and use. It is likely that we will rely upon the participants to provide information directly into the	None

				database and use those for the analysis.	
Institute a comprehensive training program that provides criminal justice partners with the skills necessary to effectively investigate and prosecute gun crime.	LAPD, ATF, prosecutors (all offices), and probation are involved in this. ATF will take the lead in training.	Develop appropriate curricula and training materials	Short term: conduct roll call training for officers at 77th Street to inform them of the program and the need to collect casings. Medium term: train all prosecutors. Long term: Build this into training for supervisors and command staff	Training is an important part of this project and for the sustainability of it. ATF has developed modules for training	None

Sustainability

The pilot project in 77th Street Division will assist the LAPD and its partners to determine how to sustain the LA CGIC over the long term. LA CGIC partners and local agency officials are unified in ensuring LA CGIC continues beyond the grant period and will seek general fund contributions to sustain the program continuity, capitalizing upon the program evaluation and anticipated successful performance measures. By conducting an evaluation and keeping track of performance measures, the LA CGIC will have information that will demonstrate whether and what to sustain within the project after Federal funds are no longer available.