



# GANG INCIDENTS IN DURHAM NC (2019)

## ABSTRACT

In 2019 there were 1,053 incidents in Durham, North Carolina where a validated gang member was listed as suspect or victim. The Durham Police Department has adopted the National Incident Based Reporting System (NIBRS) and these incidents are examined using that new reporting format. The incidents of 2019 will be used to establish a baseline for gang crime analysis in the future and to guide ongoing prevention, intervention and suppression efforts. This report also includes a discussion on gang databases and racial/ethnic disparities that may exist in these databases.

## Prepared for:

The Gang Reduction Strategy Steering Committee of Durham, North Carolina

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**INDEX**

*Key Words* ..... 2  
*Acknowledgements* ..... 2  
*The transition to NIBRS*..... 3  
*Benefits of NIBRS*..... 3  
*Gang Motivated Crime Versus Gang Related Crime*..... 4  
*Validated Gang Members in Durham*..... 4  
*Recent Objections to “Gang Databases”* ..... 6  
*Racial/Ethnic Disparities Associated with Gang Databases* ..... 6  
*Crimes Against Persons, Property and Society*..... 7  
*Racial/Ethnic Breakdown of Gang Member Offenders and Victims*..... 10  
*Gang Incidents per District*..... 10  
*Gang Incidents by Month*..... 12  
*Firearm Involvement in Gang Incidents*..... 12  
*Gang Prevention, Intervention and Suppression Efforts*..... 12  
*Summary*..... 13  
*Appendix*..... 15

**List of Tables**

Table 1 - National Gang Center Race/Ethnicity data ..... 6  
Table 2 - Categories of Incidents..... 8  
Table 3 - Crimes Against Persons ..... 8  
Table 4 - Crimes Against Property..... 9  
Table 5 - Crimes Against Society ..... 9  
Table 6 - Group B Offenses ..... 9  
Table 7 - No Crime ..... 10  
Table 8 - Race or Ethnicity of Victims and Offenders ..... 10  
Table 9 - Gang Incidents per Police District ..... 11  
Table 10 - Incidents based on 1,000 Population..... 11  
Table 11 - Firearm Involvement in Incidents ..... 12

**List of Figures**

Figure 1 - Incident Category Percentages ..... 8  
Figure 2 - Gang Incidents per 1,000 Population ..... 11  
Figure 3 - 2019 Gang Incidents by Month..... 12

# Durham Gang Crime Report for 2019

## Key Words

Validated gang member, gang crime, violent crime, property crime, police district, firearms, gang motivated, gang related, Uniform Crime Reporting, NIBRS, gang reduction, steering committee, prevention, intervention, suppression, racial disparity, GangNet

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Thanks to Durham's **Gang Reduction Strategy Steering Committee** for their continued support of data collection and their use of data to make policy decisions.

## Introduction

Although fewer than three percent of a typical community's youth are actively involved in street gangs, these gang-involved youth are responsible for a disproportionately large percentage of violent crime.<sup>1</sup> Gang membership is a public health issue that significantly increases exposure to violence, injury and death.

Recognizing this, Durham, North Carolina adapted the Office of Juvenile Justice and Delinquency Prevention (OJJDP) *Comprehensive Gang Model* in 2007.

Durham, North Carolina's Gang Reduction Strategy Steering Committee<sup>2</sup> collects and monitors all types of data on gang prevention, intervention and suppression to gauge effectiveness of local gang reduction efforts.

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<sup>1</sup> Snyder, H.N., & Sigmund, M. (2006). *Juvenile Offenders and Victims: 2006 National Report*; US Department of Justice, Office of Juvenile Justice and Delinquency Prevention

<sup>2</sup> A membership list of the Gang Reduction Strategy Steering Committee can be found in the Appendix

This report provides information on incidents in Durham, North Carolina in 2019 where a validated gang member was listed as a victim, a suspect, or both.

A previous report generated for the Steering Committee provided comprehensive information on gang crime in Durham for the years 2009 through 2017.<sup>3</sup>

The gang-related crime in this report only reflects data collected by the Durham Police Department. Other local agencies (for example the Durham County Office of the Sheriff and the North Carolina Central University Police Department) likely encounter gang crime, but data was not available.

The Durham Police Department transitioned to NIBRS (National Incident-Based Reporting System) in October 2018. Because NIBRS is significantly different than the previous reporting system, SRS, (Summary Reporting System) it is not possible to make longitudinal comparisons between 2019 gang crime incidents and gang crime incidents described in the 2009 – 2017 report.

## The transition to NIBRS

The deadline to make the National Incident-Based Reporting System (NIBRS) the Uniform Crime Reporting (UCR) Program's data standard is January 1, 2021, with the FBI assisting state UCR Programs and law enforcement agencies in their transition. By the end of 2018, approximately 45% of the 16,659 law enforcement agencies in the US were using the new system.<sup>4</sup>

Durham Police Department made the complete transition to NIBRS in October of 2018, and all 2019 data in this report reflects that transition.

It is doubtful that all US law enforcement agencies will make the transition by the January 2021 deadline. Possible reasons include the shortage of qualified staff to assist with the transition, and the belief by some jurisdictions that the transition to NIBRS will cause their crime stats to reflect a spike in crime due to the way crime is reported in NIBRS.

## Benefits of NIBRS

According to the FBI, "NIBRS-only data standard will provide greater context at the national level to allow the FBI and its contributing agencies to identify and address evolving crime issues. NIBRS collects data about victims, known offenders, and relationships for offenses reported in 52 categories, as well as 10 additional categories for which only arrest data is collected. Not only can NIBRS data help drive both crime perception and resource planning, but it can also assist with providing a more precise narrative and countering misconceptions about the scope, type, and nature of crime."<sup>5</sup>

The benefits that Durham PD have seen from transition to NIBRS are a much richer data set (time, locations, relationships between victims/suspects), the improved transparency, the strategic perspective and the ability to perform comparisons between similar jurisdictions.<sup>6</sup>

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<sup>3</sup> This report can be accessed at <https://www.dconc.gov/home/showdocument?id=25155>

<sup>4</sup> [www.fbi.gov/nibrs](http://www.fbi.gov/nibrs); Uniform Crime Reporting Program National Incident-Based Reporting System Report "Countdown to NIBRS' Richer Data"

<sup>5</sup> [www.fbi.gov/nibrs](http://www.fbi.gov/nibrs)

<sup>6</sup> April 6, 2020 conversation with Jason Schiess (Analytical Services Manager – Durham Police Department)

## Gang Motivated Crime Versus Gang Related Crime

It is important to understand the difference between *motive-based* crimes and *member-based* crimes. For purposes of this report, the following definitions apply.

**Motive-Based:** These are criminal acts that enhance the status or function of the gang. They might include inter-gang violence, gang retaliation, protection of a defined gang area, intimidation, robbery, recruitment or other criminal activity that affect the gang's reputation or interests.

In classifying the incident as gang motivated, the focus is on the specific situation in which the illegal act occurs, such as a drive-by shooting with a rival gang member as a target. It is very difficult to determine whether crimes such as robbery, prostitution or drug trafficking are gang motivated. Many of these crimes serve only individual member needs and are not related to any gang interest.

**Member-Based:** These are crimes or delinquent acts where a suspect, offender or victim is a gang member. The crimes or delinquent acts are classified as member-based regardless of gang motivation or circumstances.

For example, the crime of a gang member who steals from an automobile – even though that theft has nothing to do with his/her gang membership – would be classified as a member-based gang incident. **Crimes noted in this report are assumed to be “member-based”.**<sup>7</sup>

## Validated Gang Members in Durham

Readers of this report are reminded that data in this report reflects the activity of ***validated gang members***. The validation process used by the Durham Police Department (DPD) is consistent with the process recommended by North Carolina Governor's Crime Commission, where an individual must meet at least two of twelve criteria to qualify.

Although the process is precise, there is the possibility that some individuals may be incorrectly identified as a validated gang member, or conversely, incorrectly identified as not being a gang member.<sup>8</sup>

The validation process for DPD begins with a reasonable suspicion that a person is involved in criminal activity, and then moves on to identifying and documenting a minimum of 2 of the 12 validation criteria established by the North Carolina Department of Public Safety (NCDPS) GangNET Policy. North Carolina General Statute 14-50.16A was enacted December 1, 2017, which has more stringent guidelines for gang member prosecution, requiring meeting 3 of 9 criteria instead of the 2 of 12 criteria.

A special form is used to document these criteria, in accordance with DPD General Order 4088 (Documenting Criminal Gang Members).<sup>9</sup> These documentations must be reviewed for compliance by the agency's Gang Unit.

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<sup>7</sup> The terminology for these definitions is from Kane, C. M., Prosecutor: Technical Assistance Manual, Draft, National Youth Gang Suppression and Intervention Program, School of Social Service Administration, University of Chicago, January 1992.

<sup>8</sup> North Carolina's definition of a Criminal Street Gang and a Criminal Gang Member can be found in the Appendix

<sup>9</sup> A copy of this form is shown in the Appendix

Below is the introduction of Durham Police Department's policy on documenting gang members which identifies GangNet as a database used by the agency:<sup>10</sup>

*"It is the policy of the Durham Police Department (DPD) that officers utilize the GangNet database to document known and suspected criminal gang members while simultaneously emphasizing officer safety, individual rights and community sensitivity in accordance with Federal Law 28 CFR Part 23, N.C.G.S. § 14-50.16A "The North Carolina Criminal Gang Suppression Act", and the North Carolina Highway Patrol GangNet Policy. The Department recognizes the need to identify and document individuals who are involved in criminal gang activity. The GangNet system will provide approved Durham Police Officers with access to criminal gang intelligence tracking information from multiple jurisdictions within North Carolina and surrounding states. The objectives of the GangNet system are to expand the recognition and identification of criminal gangs, their members and activities; to increase officer safety by improving the sharing of information among multiple jurisdictions using computer technology; and to enhance community security through the prosecution and suppression of criminal gangs and their members."*

The number of gang members listed by DPD in their Records Management System (RMS) and GangNet do not always match up. According to DPD<sup>11</sup>

*"While the criteria for validating a gang member is the same, they are different systems with different purposes, and are maintained in different ways by different agencies. It is highly unlikely they will ever produce the exact same numbers. GangNet does a great job in documenting gang members but is not so good in documenting activity. Our agency had to preserve a way to maintain this information independently and not rely solely on someone else's system. We enter persons into GangNet primarily for information-sharing purposes, not necessarily for intelligence purposes in investigating violent crime by gang members. Here are a couple reasons for differences in numbers:*

- There were periods when GangNet was managed by other entities. Its future was uncertain, and we did not have a dedicated gang unit. New validated gang members were not entered into GangNet during some of these periods.*
- GangNet automatically purges gang members after 5 years of inactivity in accordance with 28 CFR Part 23. We do an individual assessment of these persons before purging, as there may be activity in ours or other systems that affects this decision."*

As of February 7, 2020, there were 2,060 persons validated as gang members the Durham Police Department.<sup>12</sup> This number has fluctuated over the last several years, as new gang members are validated, and others are removed due to inactivity. Ninety-five percent of these gang members/associates were male. The most common current age of this group was 29, and the most common age at time of validation was 18.

Approximately 65 validated gang members return to Durham from prison each year.

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<sup>10</sup> Provided via email on June 29, 2020 by Jason Schiess (Analytical Services Manager for the Durham Police Department)

<sup>11</sup> October 12, 2018 email from Jason Schiess (Analytical Services Manager for the Durham Police Department)

<sup>12</sup> DPD report to the Gang Reduction Strategy Steering Committee on February 12, 2020

## Recent Objections to “Gang Databases”

The issue of law enforcement maintaining a gang database (with access restricted for those outside of law enforcement) has come to the forefront in several states, including Illinois and California where court cases are pending.

The California database is called CalGang, which the Los Angeles Times describes as “an electronic file cabinet that contains information about suspected gang members and those in their orbits — currently allowing inclusion of people such as girlfriends or family members. Its precursor began in the 1980s in Los Angeles as the county struggled with rising gang-related violence. It grew in sophistication and scope over the intervening decades, now providing California law enforcement with a quick way to track tens of thousands of suspected criminals across jurisdictions — not just by name, but by intelligence that officers collect in field interviews and investigations, such as tattoos, nicknames, cars and associates.”<sup>13</sup> CalGang is currently going under reform, in part because of the large number of individuals petitioning to be removed from the list.

Primary concerns are that law enforcement agencies may be adding to their gang databases simply on clothing, location or field interview conversations, and that criteria unfairly target individuals by race and/or economic status.

There is a high probability that the North Carolina database (GangNET) will come under closer scrutiny soon as part of the current climate of reimagining police departments. Durham City Council members had several questions about the database at their February 20, 2020 Work Session and indicated an interest in purging names from the database sooner than the current practice of removing names after 5 years of no criminal activity.

GangNET was started by the Durham County Sheriff’s Office in collaboration with the Durham Police Department with funding from a Governor’s Crime Commission grant in 2003. A few years ago, management of GangNET transitioned from the Governor’s Crime Commission to the North Carolina State Highway Patrol.

Regardless of which agency manages the software, there will be continuing questions about the limited access to the database by civilian groups, the fairness of the criteria, the racial/ethnic disparities that might exist in the database, the impact on those who are listed in the database and the process for removal from the database.

## Racial/Ethnic Disparities Associated with Gang Databases

The roles of race and ethnicity in gang membership are complicated and vary greatly by location. The National Gang Center, for example, in a longitudinal study from 1996 – 2011, reported the following statistics.<sup>14</sup>

Race/Ethnicity	Large Cities	Suburban Counties	Smaller Cities	Rural Counties
Black/African Am.	39.0%	32.7%	20.3%	56.8%
Hispanic or Latino	45.5%	51.0%	53.8%	24.8%
White	9.7%	9.1%	14.6%	14.9%
Other	5.8%	7.2%	11.3%	3.4%

Table 1 - National Gang Center Race/Ethnicity data

Of the 2,060 validated gang members in the Durham Police Departments Records Management System (RMS) on February 7, 2020, **82%** (1685/2020) were identified as Black/African American. Information on

<sup>13</sup> Anita Chabria, Leila Miller, Nicole Santa Cruz; Los Angeles Times (February 3, 2020)

<sup>14</sup> <https://www.nationalgangcenter.gov/Survey-Analysis/Demographics#anchorregm>

race/ethnicity of validated gang members involved in the 2019 gang incidents in Durham is provided later in this report. In those incidents, **96%** (908/946) of the offenders were identified as Black/African American.

An examination of the race/ethnicity of individuals completing Project BUILD (a Durham gang intervention program funded by the City of Durham, Durham County and State funding sources) also indicates a high percentage of minorities identified as gang involved. Records for calendar years 2017, 2018 and 2019 indicate that **76%** (71/93) of Project BUILD program completions were Black/African American, and 19% (18/93) were Hispanic/Latino.

Racial disparities in the demographics of DPD and Project BUILD gang members/associates could be, in part, a product of inherent bias. Yet this is not necessarily the case. Demographics of gang members frequently reflect the racial/ethnic composition of the community. National Gang Center data, for example, shows a higher percentage of white gang members in rural communities where a greater percentage of residents is white.

But on a cautionary note, identifying race and ethnicity of gang members is complex. *“There is a tendency, based on available data, to separate gangs into groups such as African-American gangs, Hispanic gangs, Asian gangs and American Indian gangs”*<sup>15</sup>. Media often portrays gang involvement as an issue that affects only inner cities or economically disadvantaged sections of a city.

Racial and ethnic minorities make up most of the validated gang members in the United States according to official data and self-report data, but actual *gang involvement* is reported by both sources at different levels. For example, a self-report study (although somewhat dated) conducted to evaluate the G.R.E.A.T. (Gang Resistance Education and Training) program found that approximately 25 percent of gang members are white.<sup>16</sup>

The racial disparity in gang databases may decrease when the process for documentation is more transparent and when racially or ethnically specific gang prevention programming is put in place.

## Crimes Against Persons, Property and Society

Each NIBRS offense belongs to one of three categories: Crimes Against Persons, Crimes Against Property, and Crimes Against Society.

**Crimes against persons** are those whose victims are always individuals. Examples of crimes against persons include assault, murder and rape.

**Crimes against property** are those where the object is to obtain money, property or some other benefit. Examples of crimes against property are burglary, robbery and bribery.

**Crimes against society** are those that violate society’s prohibition against engaging in certain types of activity; Examples of crimes against society are drug violations, gambling and prostitution. They are typically victimless crimes in which property is not the object.

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<sup>15</sup> Changing Course – Preventing Gang Membership; Chapter 10 – Race and Ethnicity: What are Their Roles in Gang Membership? U.S. Department of Justice – Office of Justice Programs (NCJ 243474)

<sup>16</sup><sup>16</sup> Esbensen FA, Osgood DW. Gang Resistance Education and Training (G.R.E.A.T.); Results from the national evaluation. J Res Crime Delinq. 1999



The chart below illustrates categories of incidents in 2019 where a validated gang member was a suspect or victim.

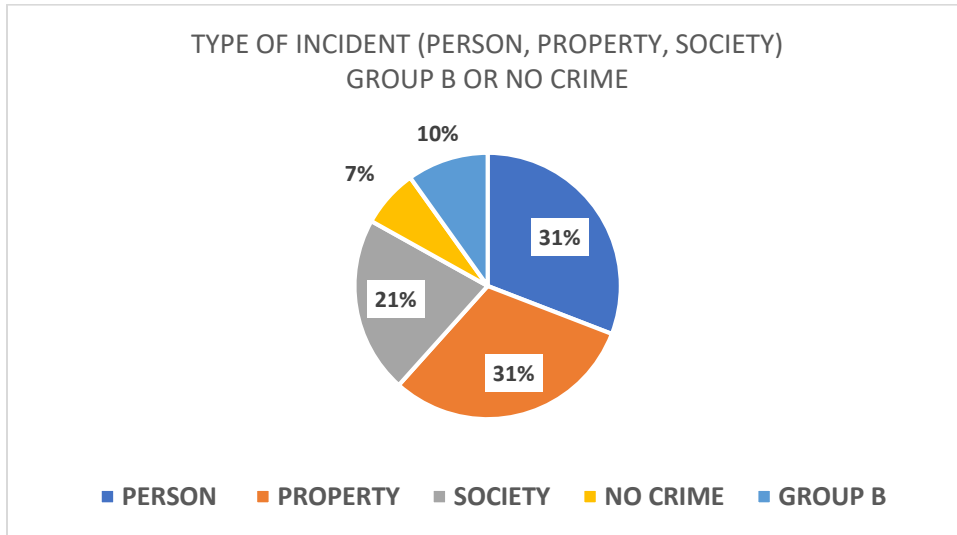


Figure 1 - Incident Category Percentages

Most of the incidents in 2019 were crimes against persons (325), followed by crimes against property (324) and then crimes against society (226). Some were Group B offenses,<sup>17</sup> and in others (a welfare check for example) no crime was committed.

Category	Number	Percentage
Crimes Against Persons	325	31%
Crimes Against Property	324	31%
Crimes Against Society	226	21%
Group B Offenses	104	10%
No Crime	74	7%

Table 2 - Categories of Incidents

The table below provides information on the various crimes against persons in 2019 where a validated gang member was a suspect or victim.

Crimes Against Persons	Number
SIMPLE ASSAULT	180
AGGRAVATED ASSAULT	94
INTIMIDATION	32
HOMICIDE-MURDER/NON-NEGLIGENT MANSLAUGHTER	10
KIDNAPPING/ABDUCTION	6
SEX OFFENSE - FORCIBLE RAPE	2
JUSTIFIABLE HOMICIDE	1
GRAND TOTAL	325

Table 3 - Crimes Against Persons

<sup>17</sup> Offense and arrest data are collected for Group A Offenses and only arrest data are collected for Group B Offenses

The table below provides information on the various crimes against property in 2019 where a validated gang member was a suspect or victim.

<b>Crimes Against Property</b>	<b>Number</b>
VANDALISM	52
LARCENY - SHOPLIFTING	49
BURGLARY	41
ROBBERY - INDIVIDUAL	39
LARCENY - FROM MOTOR VEHICLE	39
LARCENY - FROM BUILDING	24
MOTOR VEHICLE THEFT	21
LARCENY - ALL OTHER	18
STOLEN PROPERTY	10
ROBBERY - COMMERCIAL	8
FRAUD - FALSE PRETENSE	5
FRAUD - CREDIT CARD/ATM	5
LARCENY - AUTOMOBILE PARTS OR ACCESSORIES	4
COUNTERFEITING/FORGERY	3
FRAUD-IDENTITY THEFT	2
ARSON	2
LARCENY - PURSES/NATCHING	1
EMBEZZLEMENT	1
<b>GRAND TOTAL</b>	<b>324</b>

Table 4 - Crimes Against Property

The table below provides information on the various crimes against society in 2019 where a validated gang member was a suspect or victim.

<b>Crimes Against Society</b>	<b>Number</b>
DRUG/NARCOTIC VIOLATIONS	183
WEAPON VIOLATIONS	23
DRUG EQUIPMENT/PARAPHERNALIA	20
<b>GRAND TOTAL</b>	<b>226</b>

Table 5 - Crimes Against Society

The table below provides information on Group B offenses in 2019 where a validated gang member was a suspect or victim.

<b>Group B Offenses</b>	<b>Number</b>
TRESPASSING	29
ALL OTHER OFFENSES-COURT VIOLATIONS	27
ALL OTHER CRIMINAL OFFENSES	16
FRAUD - UNAUTHORIZED USE OF CONVEYANCE	11
ALL OTHER OFFENSES-ESCAPE FROM CUSTODY OR RESIST ARREST	8
ALL OTHER OFFENSES-PAROLE/PROBATION VIOLATIONS	4
DRIVING WHILE IMPAIRED	3
RUNAWAY	3
SEX OFFENSE - INDECENT EXPOSURE	2
ALL OTHER OFFENSES - HARASSING PHONE CALLS	1
<b>GRAND TOTAL</b>	<b>104</b>

Table 6 - Group B Offenses

The table below provides information on 2019 incidents involving a validated gang member where no crime occurred.

<b>No Crime</b>	<b>Number</b>
ALL TRAFFIC (EXCEPT DWI)	23
ASSIST OTHER AGENCY	15
DV INFO REPORT (NO CRIME)	12
CALLS FOR SERVICE (NO CRIME)	7
FOUND PROPERTY	7
SUSPICIOUS ACTIVITY	3
NON-CRIMINAL DETAINMENT (INVOLUTARY COMMITMENT)	2
RECOVERED STOLEN VEHICLE (OTHER JURISDICTION)	2
SUICIDE	1
LOST PROPERTY	1
TOWED/ABANDONED VEHICLE	1
<b>GRAND TOTAL</b>	<b>74</b>

Table 7 - No Crime

## Racial/Ethnic Breakdown of Gang Member Offenders and Victims

The table below provides information on the race/ethnicity of gang member offenders and victims in 2019.

<b>Race or Ethnicity</b>	<b>Offenders</b>	<b>Victims</b>	<b>Total</b>
Black	908	175	1,083
White	11	9	20
Hispanic	27	12	39
<b>Total</b>	<b>946</b>	<b>196</b>	<b>1,142</b>

Table 8 - Race or Ethnicity of Victims and Offenders

Some incidents do not have a victim that is Black, White or Hispanic. The reasons include:<sup>18</sup>

- The victim was a business (i.e. shoplifting);
- The victim was society (i.e. drugs); and
- The victim is another race (i.e. Asian), or the race is unknown.

## Gang Incidents per District

The City of Durham is divided into five police districts. A map of these districts can be found in the Appendix of this report. The data is based on incident location, not arrest location.

District 5 (downtown) data should be viewed with caution, as it is a hub for employment, entertainment and transit with fewer residents. It is significantly different than the other four districts. Because of its size, a small number of incidents may greatly influence the rate of gang crime incidents per 1,000 residents.

<sup>18</sup> This information was provided by Jason Schiess (Analytical Services Manager – Durham Police Department) on June 1, 2020

The table below provides information on the number of gang incidents for each district, and the percentage of all gang incidents that occurred in the district.

<b>Police District</b>	<b>Incidents</b>	<b>Percentage</b>
District 1	327	31%
District 2	232	22%
District 3	144	14%
District 4	284	27%
District 5	65	6%

Table 9 - Gang Incidents per Police District

The five districts vary widely in population and number of dwelling units, and for this reason it is useful to examine the number of gang incidents per 1,000 residents. When examined this way, District 5 has the most gang incidents based on population, followed by District 1. As mentioned previously, District 5 (downtown) differs in many ways from the other districts, and data regarding this district should be considered with this in mind.

<b>Police District</b>	<b>Population</b>	<b>Incidents</b>	<b>Incidents per 1,000 Population</b>
District 1	44,606	327	7.33
District 2	63,868	232	3.63
District 3	77,404	144	1.86
District 4	70,143	284	4.05
District 5	7248	65	8.97

Table 10 - Incidents based on 1,000 Population

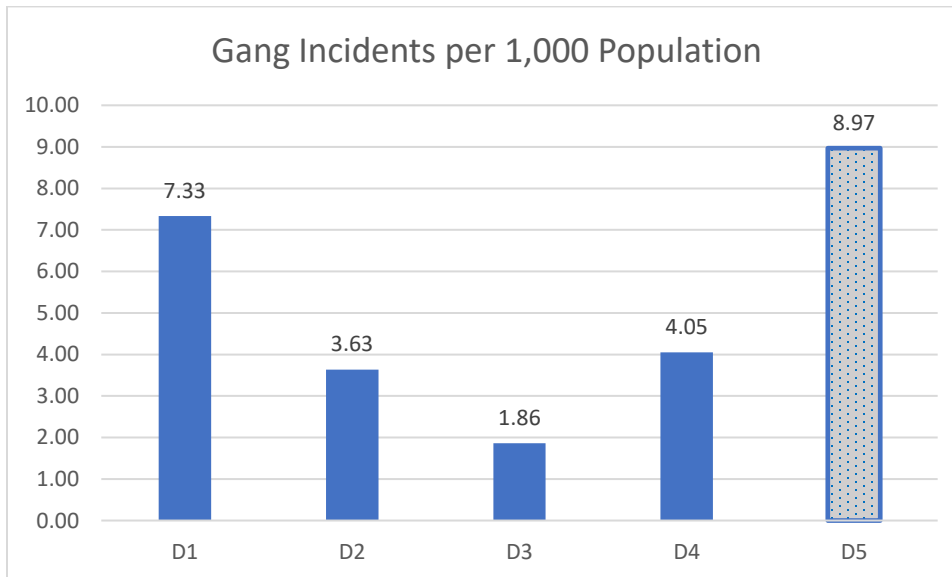


Figure 2 - Gang Incidents per 1,000 Population

## Gang Incidents by Month

As indicated by the chart below, gang incidents in 2019 occurred most frequently in the warmer months, with May having the highest volume, followed closely by June, July and August.

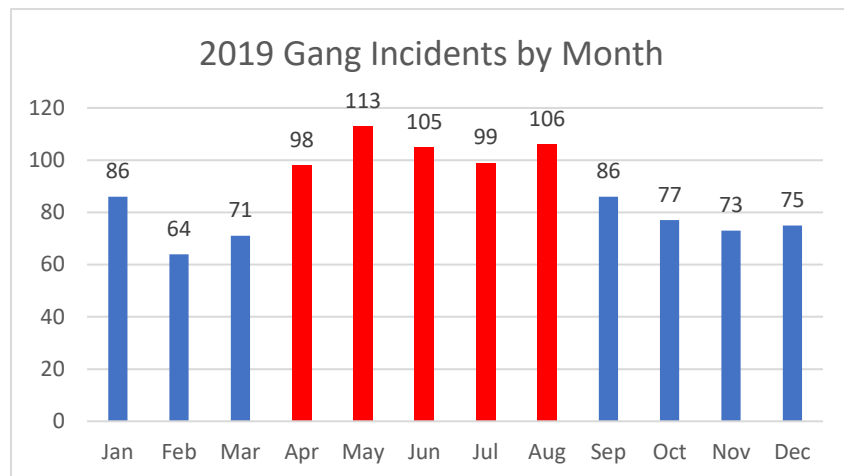


Figure 3 - 2019 Gang Incidents by Month

## Firearm Involvement in Gang Incidents

Firearms were involved in approximately 14% of the 1,053 *total* incidents where a validated gang member was listed as the suspect or victim and in 66% (101/153) of the former UCR category known as Part 1 Violent Crimes. It is important to note that “firearm involvement” does not indicate that a firearm was discharged. The table below shows the percentage of gang incidents where a firearm was involved for the various police districts.

District	Gang Incidents	Firearm (no)	Firearm (yes)	Percentage Yes
District 1	327	289	38	12%
District 2	232	202	30	13%
District 3	144	127	17	12%
District 4	284	233	51	18%
District 5	65	52	13	20%

Table 11 - Firearm Involvement in Incidents

## Gang Prevention, Intervention and Suppression Efforts

While an analysis of gang incidents occurring in 2019 is the topic of this report, it is important to note the community’s efforts to reduce gang activity.

Durham adopted the Office of Juvenile Justice and Delinquency Prevention (OJJDP) *Comprehensive Gang Model* in 2007.

An important facet of this model is **prevention** and the community has invested heavily in programs and services designed to prevent at-risk youth from gang involvement. This effort begins at an early age. The funding of Pre-K programming is an example of early age prevention.

The Comprehensive Gang Model adapted by Durham calls for the involvement of government agencies, faith communities and other nonprofits as well as local citizens to assist with a variety of education, training and employment programs for youth who are most at risk for gang involvement. These include youth who:

- Live in areas of concentrated poverty with rundown and decayed housing
- Live in areas with high rates of crime and violence
- Live in a single-parent household
- Have an abundance of unstructured time where adults are not present
- Attend under-funded schools that struggle to prepare students for high-paying jobs
- Have limited employment opportunities due to the loss of industrial and manufacturing jobs

When at-risk youth begin associating with or joining gangs, **intervention** services are initiated that reach out to gang-involved youth and their families. These include mentoring, mental health or substance abuse treatment and other services. Durham County's Juvenile Crime Prevention Council funds and monitors programs that assist court-involved juveniles (28% of which are gang members or associates in Durham County) in getting back on the right path. Project BUILD, a gang intervention program jointly funded by the City and County, is an example of intervention services.

A key component of Project BUILD is the Intervention Team, a group comprised of outreach workers, representatives from mental health, Durham Public Schools, law enforcement, substance abuse professionals and others. This group reviews all the available information on a youth, and then develops a case management plan unique to specific needs.

When prevention and intervention services fail, it is necessary to have effective **suppression** efforts in place to keep the community safe. Formal and informal social control procedures must be in place, including close supervision and monitoring of gang-involved youth by agencies of the juvenile/criminal justice system and by community-based agencies, schools, and grassroots groups.

The Durham Police Department has recently restructured its Gang Unit, and is working with local, State and Federal partners to address and reduce violent crime.

The OJJDP Comprehensive Gang Model also has a focus on **continual data collection and analysis** that aids communities in assessing the impact of their efforts and adjusting to changing circumstances. The annual compilation of gang incidents in Durham, using the National Incident-Based Reporting System (NIBRS), will be a useful tool going forward.

## Summary

Transition to the National Incident Based Reporting System (NIBRS) by the Durham Police Department has created an opportunity to more accurately track gang incidents and to compare data with similar jurisdictions. The 2019 data establishes an initial baseline. Once other local law enforcement agencies adapt NIBRS there will be a more accurate assessment of gang crime in Durham County, including rural areas patrolled by the Sheriff's Office and the universities, which have their own police departments.

Data indicate that validated gang members continue to have significant involvement in violent crime in Durham. For this reason, gang reduction efforts already underway must continue and data must be

collected to either confirm that these efforts are working or to determine what course corrections are necessary.

Data in this report can be used to plot the direction of future gang prevention measures. For example, a high rate of gang incidents in District 1 may indicate the need for additional resources to be directed to that area.

The best strategy to reduce gang involvement and gang crime in Durham appears to be concentrating efforts on conditions that create environments that are favorable to gangs.

## Appendix

### Gang Reduction Steering Committee Membership (June 2020)

<b>Durham's Gang Reduction Steering Committee Membership</b>	
<b>6/1/2020</b>	
<b><u>NAME</u></b>	<b><u>ASSOCIATION</u></b>
Tom Bonfield	City Manager (co-chair)
Wendell Davis	County Manager (co-chair)
Steve Schewel	Mayor
Wendy Jacobs	Chair of Durham County Board of County Commissioners
Matthew Martin	US Attorney - NC Middle District
Rob Lang	US Attorney's Office - NC Middle District
Cerelyn Davis	Durham Police Chief
Clarence Birkhead	Durham County Sheriff
Rodney Jenkins	Public Health Department
Anthony Scott	Executive Director Durham Housing Authority
Celeste Kelly	Probation/Parole Manager for District 14
Satana DeBerry	Durham County District Attorney
Robert Brown	Chair - NCCU Department of Criminal Justice
Barker French	Community Representative
Stelphanie Williams	Duke University Office of Regional Affairs
Pascal Mubenga	Superintendent - Durham Public Schools
Jerome J. Washington	Mt. Vernon Baptist Church
Ann Oshel	Alliance Healthcare
Gudrun Parmer	CJRC Director (Ex-Officio)
Jim Stuit	Gang Reduction Strategy Manager (Ex-Officio)



DPD Gang Membership Identification Criteria Form



Durham Police Department
505 W. Chapel Hill St. Durham, NC 27701
919-560-4427



Criminal Gang Membership Identification Criteria

Subject: [ ] Date: [ ]
Gang: [ ] Case #: [ ]
Officer: [ ] EID#: [ ]

N.C.G.S. § 14-50.16A Criteria

Members require 3 or more criteria for prosecution under N.C.G.S. § 14-50.16A.

- Self-Admitted
Reliable Source
Gang Incident
Symbols/Signs/Graffiti
Gang Dress/Colors
Physical Evidence
Tattoos /Markings
Gang Terminology
Social Media

The following criteria is for documentation only

- Associates with Gang Members
Validated by Department of Corrections
Frequents Gang Areas

Members are linked to the gang through 2 or more criteria and there is reasonable suspicion that they are involved in criminal activity to be validated.

Affiliates are linked to Gang Members and there is reasonable suspicion that they are involved in criminal activity to be validated.

**Definition: Criminal Street Gang (North Carolina state law)**

Criminal gang” is defined in new G.S. 14-50.16A(1) as an organization, association, or group of three or more persons that has as one of its primary activities the commission of criminal or delinquent acts, and shares a common name, identification, signs, symbols, tattoos, graffiti, attire, or other distinguishing characteristics, including common activities, customs, or behaviors

**Definition: Criminal Gang Member (North Carolina state law)**

Criminal gang member. – Any person who meets three or more of the following criteria:

- a. The person admits to being a member of a criminal gang.
- b. The person is identified as a criminal gang member by a reliable source, including a parent or a guardian.
- c. The person has been previously involved in criminal gang activity.
- d. The person has adopted symbols, hand signs, or graffiti associated with a criminal gang.
- e. The person has adopted the display of colors or the style of dress associated with a criminal gang.
- f. The person is in possession of or linked to a criminal gang by physical evidence, including photographs, ledgers, rosters, written or electronic communications, or membership documents.
- g. The person has tattoos or markings associated with a criminal gang.
- h. The person has adopted language or terminology associated with a criminal gang.
- i. The person appears in any form of social media to promote a criminal gang."

Police Districts in Durham, North Carolina

