

Kenwood Gardens

Not a flower to be seen.

Summary of the revitalization method for 9000 to 9300 Kenwood Drive, Spring Valley California.

In San Diego County there are few communities with the reputation of Kenwood Drive. In November of 1999, Corporal R. J Gibson and Deputy D. Hale from the Spring Valley COPPS office created a team with the purpose of identifying and ultimately finding reasonable solutions for the problems plaguing Kenwood Dr. The scanning and analysis methodology employed by this team identified several important issues:

- 1) 9000 to 9300 Kenwood Drive is a 1/4 mile block with 20 apartment complexes, 4 single detached family homes, a vacant lot, an undeveloped park and a waste disposal staging facility. The approximate population of this community is 3500. Because there is a very high tenant turnover rate most residents have much less than 1 year of residency. Four nearby liquor stores, heavy industry and heavy traffic flow contribute to criminal activity.
- 2) The disproportionately high crime rate was confined to a specific geographical area but included a wide range of criminal activity. Detailed analysis revealed many causal factors such as;

Over 300 parolees / persons on probation lived on Kenwood Drive.

Environmental design problems facilitated criminal activity.

Poor management of the apartment complexes.

- Apartment complex trash and debris overflowing into street.
- Extremely diverse cultural backgrounds dividing the community.
- Large population of chronically drunk transients.

In response the team took these steps.

- 1) Created a coalition and a resource network for apartment managers.
- 2) Coordinated zero tolerance enforcement with allied agencies.
- 3) Build community spirit through cooperative interaction.
- 4) Engaged and coordinated code enforcement actions.
- 5) Created personal relationships / bonds with the stakeholders.
- 6) In conjunction with this project, San Diego County Supervisor D. Jacob targeted Kenwood Drive for infrastructure improvement.

The rebuilt community trust, and law enforcement intervention resulted in several dramatic changes, for example;

- A 51.37% reduction on calls for service.
- A 68% reduction in arrests.
- 73% decrease in juvenile related calls for service.
- 49 % drop in reported criminal complaints.
- 86% reduction in reported violent crimes
- 53% reduction in reported domestic violence crimes.
- Certification of Crime free status for the Vista De Oro apartment complex.

Property owners now enjoy fewer tenant complaints, higher quality tenants, and a significantly greater profit margin, but most important of all, the residents of Kenwood Drive now enjoy a peaceful and safe community.

San Diego County Sheriff's Department

Kenwood Gardens

Not a flower to be seen.

Revitalization methodology for Kenwood Drive, Spring Valley, California.

Summary

Scanning:

In San Diego County there are few communities with the reputation and the unusual diversity of Kenwood Drive. The approximate population of this community is about 3500. Because there is a very high tenant turnover rate most residents have much less than 1 year of residency. Environmental design factors contributed to the extraordinarily high criminal activity.

Analysis:

The disproportionately high crime rate was confined to a specific geographical area but included a wide range of criminal activity. Detailed analysis revealed many causal factors such as:

- Over 300 persons on probation or parole lived on Kenwood Drive.
- Poor management of the apartment complexes.
- Apartment complex trash and debris overflowing into street.
- Extremely diverse cultural backgrounds dividing the community.
- Large population of chronically drunk transients.

Response:

Sgt Peralta, Corporal Gibson and Deputy Hale formed a team of law enforcement professionals, community members, and social service organizations (including non-profit organizations). This team then completed these seven goals:

- 1 Team Building by coordinating law enforcement and code enforcement actions with community input.
2. Improve the management of the apartment complexes and their rental practices. Created a coalition and a resource network for apartment managers.
3. Identify and reduce the number of persons on parole or probation who live on Kenwood Drive.
4. Reduce crime and increase crime reporting. Coordinate enforcement with allied agencies.
5. Address specific environmental design issues with property owners. San Diego County Supervisor D. Jacob initiated an infrastructure improvement project through a program known as Building Blocks for Better Neighborhoods.
6. Eliminate chronic drunkards and reduce the transient population.
7. Improve community identity and community spirit by building personal relationships and bonds with community stakeholders.

Assessment:

The project was initiated in November 1999. By March of 2002 the rebuilt community trust, and law enforcement intervention resulted in several dramatic changes:

- A 51.37% reduction on calls for service.
- A 73% decrease in juvenile related calls for service.
- A 49 % drop in reported criminal complaints.
- An 86% reduction in reported violent crimes
- A 53% reduction in reported domestic violence crimes.
- A "Crime Free" Certification of the Vista De Oro apartment complex.
- An investment of \$1.2 million by the county to revitalize the area.

SCANNING

The 9000 to 9300 block of Kenwood drive is about mile long, with 20 small to large apartment complexes, 4 single detached homes and 2 duplexes. At the north end of the block is a waste staging facility and a fencing business. In the middle of the block there is an undeveloped park and an empty lot.

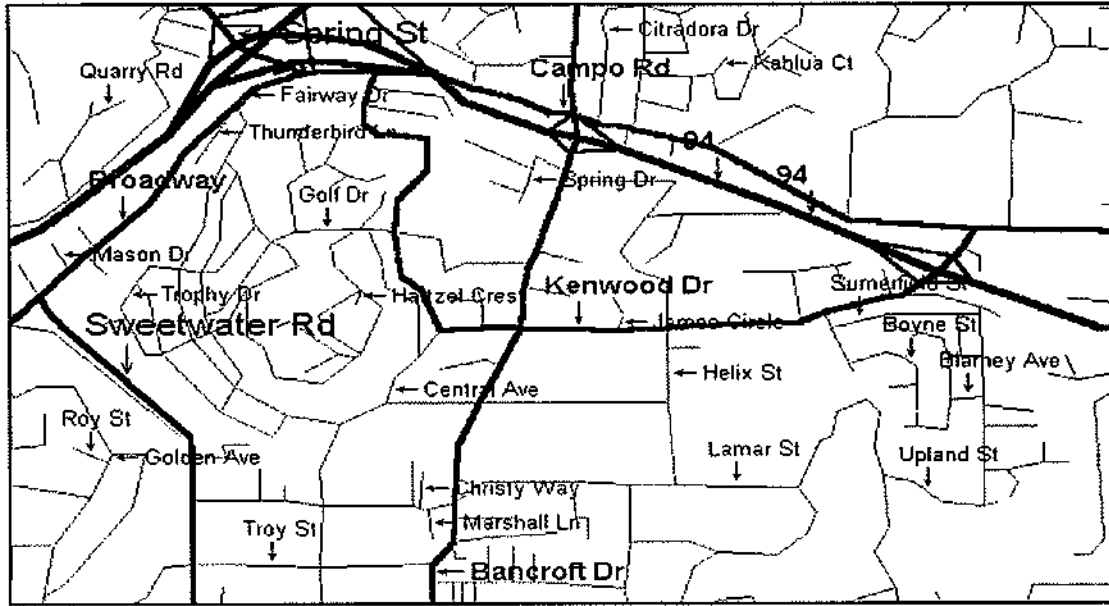


Figure 1

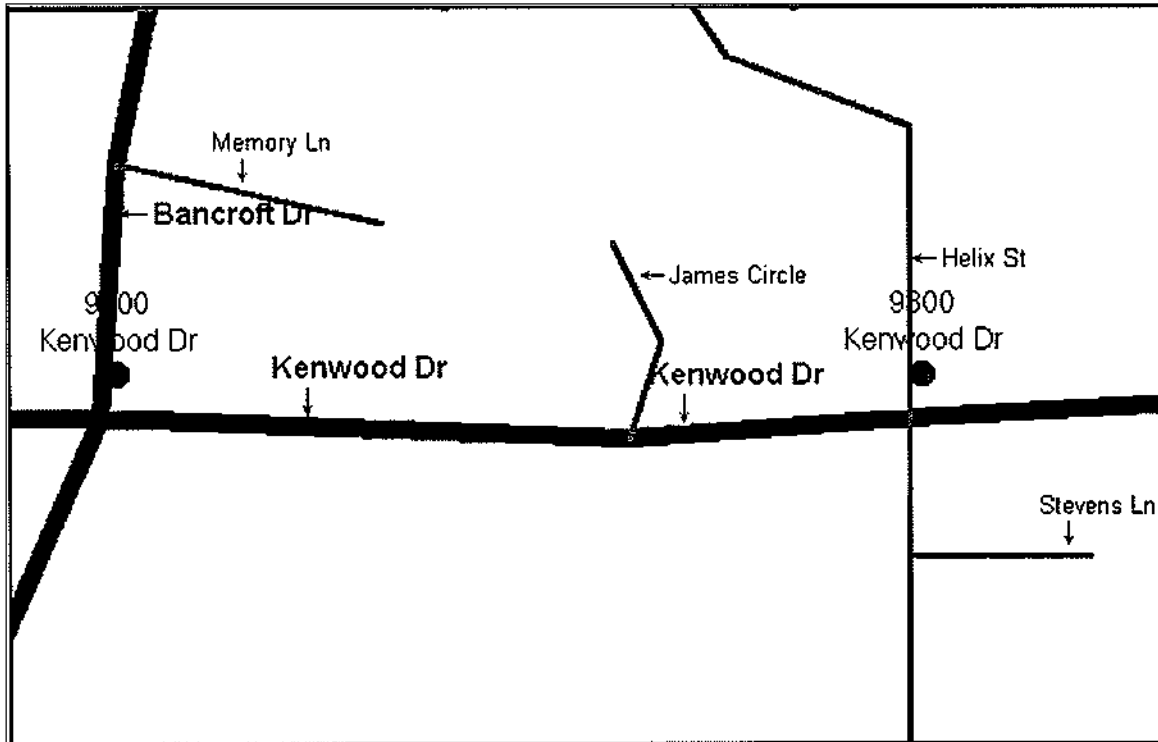


Figure 2

When Corporal Gibson and Deputy Hale first examined the area of Kenwood Drive several issues were immediately evident. A rather large number of persons on parole / probation had been contacted on Kenwood drive. This belief was further re-enforced by



Figure 3

the high number of parole violation arrests that were frequently made on Kenwood Drive.

The street was plagued with environmental issues from both the private and public sector. For example the street design itself led to a hodgepodge of parking problems and created numerous traffic hazards. The undeveloped park and empty lot in the middle of the block was a natural haven for transients and illegal dumping. The physical design of many of the apartment complexes facilitated criminal activity and prevented law enforcement from discovering the crimes and taking direct action. Five of the apartment complexes were gated restricting access to only those who had the correct access pager. Three of the complexes have on site garages in the rear of the complexes. The garages seemed to be the focal point of the drug activity. Patrol deputies working the area have received many of the complaints about the short-term vehicle and foot traffic typical of drug use and sales.



Figure 4



Figure 5

However they were unable to effectively act on the information due to the openly hostile attitude towards law enforcement and an inability to overcome the environmental barriers associated with the apartment complex design.

In most of the complexes the transients would scavenge the trash containers for recyclable materials that could be easily converted to cash. In one particular complex, 9233 (Greenwood Villas) there was only one small trash container for the relatively large complex. This resulted in trash overflowing onto the parking lot and street. The situation became so bad *in this* complex that many of the residents would simply open their door

and throw the trash into the parking lot. None of the complexes secured their trash containers and most did not have enough capacity for the amount of trash their complex generated.

The location of the street itself and the somewhat bizarre zoning of North Spring Valley discouraged many quality tenants from renting. Within one block of Kenwood Drive there are four liquor stores, heavy industry, and a mix of commercial real estate. Still Kenwood Drive had a very diverse cultural and ethnic base. At first glance many of the residents appeared to be a mix of low income military and private sector residents. Often times this cultural and ethnic mix would clash with



Figure
6



Figure
7

disastrous results. On Thanksgiving Day of 1997, ethnic and cultural differences between the residents of 9209 (Kenwood Gardens) resulted in a riot in which quite a few residents were arrested. In one particularly difficult arrest the weapon of choice was a partially baked turkey.

ANALYSIS

Corporal Gibson and Deputy Hale's analysis began with a detailed study of data available from the Automated Regional Justice Information System (ARJIS), the San Diego User's Network (SUN), and the County Justice Information System (CJIS). Corporal Gibson and Deputy Hale also interviewed the patrol deputies, parole agents and detectives assigned to this area. They also conducted a survey of the residents on Kenwood Drive. This survey was used to determine four specific points.

- 1) The length of a resident's tenancy.
- 2) The quality of service for a given apartment manager.
- 3) Perceived problems within a specific complex
- 4) Does the tenant or manager know what resources are available to them?

With the data they had gathered Corporal Gibson and Deputy Hale identified seven key issues:

1) **Apartment** complex management.

Three of the managers were highly motivated individuals but they lacked in depth training. Two of the managers were unresponsive and the survey revealed their tenants were bitterly at odds with the manager. One owner (9258 Kenwood) was completely unaware of who his tenants were. The manager of 9233 had rented several apartments "off the books" without the knowledge of the property owner. In fact many of the apartments at 9233 had been subleased from one person to another without the manager even having the opportunity of screening the new tenant. Once the manager became aware she would simply "grandfather" this tenant for a small fee. This same manager allowed the property to become overrun with trash, vermin and abandoned vehicles.

2) **Uncoordinated efforts by law enforcement factions.**

Corporal Gibson and Deputy Hale also discovered that while Kenwood Drive was exclusively in their jurisdiction, quite a few of the residents of Kenwood Drive committed criminal acts throughout San Diego County. Many of these residents had been identified as suspects by the investigating agency and then fled to Kenwood Drive to avoid arrest and prosecution. The lackluster screening by some of the apartment managers actually helped these suspects avoid apprehension.

3) **Excessive and disproportionate parole and probation population.**

Corporal Gibson worked very closely with Parole Agent Doug Moore of the California Department of Corrections Parole Division. They were able to identify slightly more than 300 persons who were on parole or probation and lived between 9000 and 9300 Kenwood Drive. Because it was so easy to get an apartment on Kenwood Drive, the California Department of Corrections Parole Division or the San Diego County Department of Probation had unwittingly (and unknowingly) created a dumping ground for their parole and probation clients. This high concentration of convicted criminals created a rather unique benefit for those inclined to further their criminal career. Those who shared their common interests now surrounded the habitual criminal.

5) Criminal activity

The criminal statistics associated with Kenwood Drive demonstrated very clearly how serious the problem was. Overall criminal activity was very high but non-specific in nature.

More than one of every four calls for the beat where from the Kenwood area.

- One of every three crime cases reported in the area was for a violent crime.

From 1997 to 1999, juvenile related calls for service doubled.

Over 12% of the calls for service were related to Domestic Violence.

Drug and alcohol related arrests tripled from 1998-1999.

- The calls for "help" increased by over 300% during a four-year period

6) Crime Prevention through Environmental Design (CPTED)

While Corporal Gibson and Deputy Hale intuitively knew the layout of the street and the apartment complexes facilitated criminal activity they also discovered several other CPTED issues. A Metropolitan Transient District bus stop was directly in front of 9233 and 9215 Kenwood. The bus stop provided a convenient location and excuse for people to hangout. Legitimate transit customers had to face the drug traffic, and criminal intimidation of the three worst complexes 9233, 9215 and 9209. The elimination or relocation of this stop was a primary complaint for quite a few residents. On the West Side of Kenwood Drive there are four electrical service boxes. One of these boxes is right next to the bus stop and provides a convenient spot to sit and hang out.

One resident of 9209 was renting two garages at 9233. Two residents of 9215, Kenwood Gardens, had each rented 4 garages apiece. They each barricaded three of the garage doors and then removed the adjacent walls creating two large rooms. The tenants of these garages then moved in and ran their "criminal operation" out their garages. These two garage "complexes" sat directly across from each other at Kenwood Gardens." None of the managers required the tenants to actually live on the property and anyone could rent an unlimited number of garages as they became available.

7) Transients

The environmental design issues Corporal Gibson and Deputy Hale identified illustrated another problem, chronic drunks. The transients used the dumpsters along Kenwood to scavenge for recyclable material (to exchange for cash). The empty lot and overgrown park provided natural shelter. The nearby liquor stores made a practice of marketing directly to the transients by predominately selling single 40 ounce malt beers, and fortified wines. The transients had become so entrenched into the community that any attempt to dissuade them would result in retaliation. At one point the manager at 9233 Kenwood had chased several of the transients out of a dumpster. The following morning a transient set fire to the dumpster and two apartments.

8) Diversity

Kenwood drive was a community with no identity. Even gang factions could not agree on an identity. Oddly enough many rival gangs came to view Kenwood Drive as neutral ground often living next to, and in one case with, each other. Gang members from opposing factions would coexist peacefully together as long as neither faction disrupted "business." The cultural make up of the community was equally mixed along ethnic, and economic lines. However when combined with the loose rental practices of many of the apartment managers this cultural diversity tended to divide the community even further.

Summary of analysis

As the initial analysis was nearing completion Sergeant Peralta, Corporal Gibson and Deputy Hale felt their biggest concern was their ability to stay focused. They felt they needed to identify specific goals and reassess their progress relative to these goals. Based upon their analysis they developed seven specific, quantitative goals.

- Team Building
- Improve management of complexes and their rental practices.
Identify and reduce the number of persons living on parole and probation.
- Reduce crime and increase crime reporting.
- Address specific CPTED issues
- Eliminate chronic drunkards and reduce transient population.
Improve Community Identity.

RESPONSE

1) Team building

The first step in the response process was to form a comprehensive team to address the problems Corporal Gibson and Deputy Hale had identified. Sergeant Peralta, Corporal Gibson, Deputy Hale, three patrol deputies, a crime prevention specialist, and a state parole officer comprised the initial make up of the team. Within a few weeks apartment manager Terri Turner, and representatives from "Communities Against Substance Abuse" (CAS A) and the Spring Valley Chamber of Commerce, were added to the team. The team bore the responsibility of being directly available to the community and devising methods for achieving the goals previously outlined. The team's first, and most important objective, was to eliminate communication barriers between the managers, residents and law enforcement. Each patrol deputy "adopted" a group of apartments and then they in turn built personal relationships with the tenants and the managers / owners.

2) Improve management of complexes and their rental practices.

Unfortunately the team needed to identify if an individual manager was trust worthy. In fact one of the managers was subsequently arrested. Each of the managers then became part of a coalition that met on a bi-weekly basis. At each meeting the coalition would receive updates on criminal activity, calls for service and nuisance complaints received by the Sheriff's department. Code Enforcement officers for the San Miguel Fire District, and the County Of San Diego also attended each meeting. They provided training with regards to code enforcement and assisted the managers prepare for upcoming inspections. Crime Prevention Specialist Sherri Harris provided training on the "Crime Free Multi Housing "program and helped the managers implement the program. She also provided training on how to effectively screen prospective tenants. At the beginning of the project Corporal Gibson and Deputy Hale assisted each of the apartment owners and managers with the screening of their current and prospective tenants.

Deputy Hale published a resource manual for each of the apartment managers and the team members. To eliminate any unauthorized tenants every tenant was required to update with their manager with an accurate profile of who was living in their apartment.

Additionally each tenant was required to sign a crime free lease addendum. This addendum gave the manager the power to quickly remove any tenant if they committed certain criminal acts.

3) Reduce Parole and Probation population and their impact.

Parole Agent Moore obtained a commitment from the El Cajon, Chula Vista and San Diego California Department of Corrections Parole Division offices to discourage, or prohibit parolees from living on Kenwood Drive. Corporal Gibson and Parole Agent Moore also contacted the San Diego County Probation Department with a similar request. The San Diego County Probation Department made a commitment to more closely monitor the activities of persons on probation who live on Kenwood Drive. Through a series of parole and probation compliance sweeps, the team was able to identify those persons who were in violation of their parole or probation conditions. If a person on parole was in compliance the El Cajon office of the California Department of Corrections Parole Division would encourage voluntary relocation and in some cases assist the parolee in relocating.

4) Crime reduction

Corporal Gibson and Parole Agent Moore along with the Entire Spring Valley / COPPS team initiated a series of "zero tolerance" crime sweeps in the north Spring Valley area. The center and focus of the sweeps was the Kenwood Drive area. As an integral component the sweeps focused on quality of life or nuisance crimes such as (but not limited to) loitering, vandalism, parking violations, and outstanding misdemeanor warrants. Additionally the COPPS unit scheduled random bike and foot patrols for Kenwood Drive. These sweeps led to the discovery of an inactive methamphetamine laboratory, two very large counterfeit operations and a "dive through" drug sales apartment. The need for this kind of enforcement was made clear when a young black male adult and his companion were shot several times not less than 40 yards from a Deputy Sheriff who was about to write a traffic citation.

On a more in depth level Corporal Gibson and Deputy Hale encouraged apartment managers and tenants to report all criminal activity. In many cases a resident I manager

felt more comfortable talking to a member of the Kenwood team instead of calling an unknown dispatcher. This was especially true with minor or "quality of life crimes. " "The increased reporting led to the discovery of another fraud ring operating out of a garage, and a flop house for runaway juveniles. Corporal Gibson also discovered that one small four unit apartment complex was the source of much of the drug sales on Kenwood Drive. Every tenant of this complex (14 total) was on Parole or Probation for a drug related offense. A Parole compliance check of one of the apartments uncovered the remnants of a Methamphetamine lab, several active pipe bombs and a large quantity of stolen computer equipment.

As the project progressed the scope of criminal investigations also increased. In one circumstance a group of adult tenants at 9209 #24 (Kenwood Gardens) committed a gang related crime at a local high school. By applying the California Street Terrorism Enforcement and Prevention Act several subjects were arrested for participating in a gang related crime.

5) Crime Prevention Through Environmental Design.

By improving the environmental design issues plaguing Kenwood Drive much of the criminal activity was deterred. This was especially true of nuisance or quality of life crimes. The first step was a thorough spring cleaning of the whole block. Apartment owners / managers redesigned and enlarged their trash enclosures. Apartment managers conducted daily clean ups of their properties and they held tenants responsible for carelessly discarded refuse. The local trash companies agreed to coordinate their trash pickup days. The San Diego Department of Parks and Recreation sponsored a cleanup of the undeveloped park and of the empty lot. EDCO waste disposal systems donated a large dumpster to a dilapidated single detached home for the purpose of yard and waste removal.

The next step involved the training and implementation of the "Crime Free Multi-Housing Program." This program requires an apartment building or complex to meet and practice certain environmental and rental procedures in order to receive a certification from the San Diego Sheriffs Department as a "Crime Free Multi Housing Complex."

This program is very involved and it is a difficult certification to obtain. Four of the larger complexes have met 90% of the requirements and one large complex (Vista De Oro) will be fully certified by May 30, 2002. As part of the Crime Free Multi Housing Program, each manager had his or her respective tenants sign a crime-free lease addendum. Through the managers coalition the rental practices of the individual apartment complexes were changed so that all of the complexes acted in a similar fashion. This prevented bad tenants from jumping from complex to complex. Additionally managers now rented only one garage to one apartment and one tenant only. A garage could only be used for the storage of a tenant's car and nothing else.

Building Blocks for Better Neighborhoods

In the spring of 1999, Deputy Hale became a part of a Community Oriented Government project called Building Blocks for Better Neighborhoods (BBBN). BBBN's goal is to revitalize a neighborhood, "One Block at a Time." The program utilizes the various agencies within the County Government to collectively work on solving long-term problems. This program is one of the few of its kind in the nation.

Primarily, the program focuses on neighborhoods where there is blight, higher crime tendencies, and low income. The purpose is to identify and improve needy neighborhoods. The Kenwood Drive area was selected as the first pilot project for the program. To date, over \$1.2 million dollars has been budgeted to complete renovation of the area. The improvements include street widening, restructuring of the underground utilities, and new curbs, gutters, and sidewalks. The program also offers low-cost and no cost facade improvement loans and grants to beautify the area. Due to the success of the BBBN project, it was expanded to include two additional areas.

6) Eliminate chronic drunkards "The 40 ounce club"

At the beginning of the project there was about 35 to 50 transients living in the area of Kenwood Drive. About 85% of these transients were chronic alcoholics. This group had banded together and loosely referred to themselves as the "40 ounce Club". Corporal Gibson began a program of identifying all of the transients. In each case a transient was interviewed and offered specific help by an appropriate social service agency. Persistent

drunkards were referred to the district attorneys office for criminal prosecution and they were classified as a "Chronic drunkard."

Once a transient was classified as a "Chronic drunkard" every business licensed to sell alcohol received a letter with a photograph and identifying information of the "chronic drunkard". This letter served as a notification to the business management that they could no longer sell alcohol to the "chronic drunkard" per 25602(a) of the California Business and Professions Code. A violation of this section may result in the suspension of their license to sell alcohol.

Deputy Passassalacqua also contacted each of the three recycling centers in the area and obtained their cooperation. They agreed not to purchase recycled material unless the customer could provide current identification and a valid address. This had the effect of discouraging transients from living in North Spring Valley.

7) Improve Community Identity / spirit

Approximately eleven months after the project began, Corporal Gibson and Deputy Hale theorized the crime rate had been reduced significantly and they could now address the more complex issue of community identity. With the assistance of the Kenwood Manager's Coalition, a community fair was organized for the fall of 2000. The participants of the fair ranged from San Diego County Social Service agencies, private self-help groups, local radio stations, local community colleges, local businesses, United States Navy Housing, and other local law enforcement agencies.

ASSESSMENT

The project remained active for two years and five months. Visually, Kenwood Drive appears very different from just two years ago. However, the infrastructure improvements proposed by the BBN project have yet to be implemented. The change is due to the increased community spirit and pride. Statistically, crime and calls for service have been reduced dramatically as illustrated in the graphics below.

Statistical Analysis

Several remarkable statistics were discovered during the assessment of the project:

- Reported Violent Crime was reduced by 86%.
Reported Domestic Violence Cases were reduced by 53%.
Arrests in the area were reduced by 68%.
Total crime cases were reduced by 49%.
Calls for service related to juveniles was reduced 73%.
- Overall calls for service were reduced by 53% in two years.

As a result of this project, the Kenwood Manager's Coalition was expanded to include all of Spring Valley. The networking ability of this Coalition and its direct person-to-person contact with local law enforcement is a valuable asset to the community and law enforcement.

ADDITIONAL INFORMATION

- 1) Overhead photo
- 2) Timeline
- 3) Appendices
 - i. Statistical Graphs
 - ii. Habitual Drunkard Letter
Parole Compliance Operational Plan
 - iv. Kenwood Manager's Coalition Resource Manual
 - V. Additional Photographs

Figures:

- 1) Map of general area near project location
- 2) Map of street target area
- 3) Photo of vacant lot
- 4) Photo of vacant lot
- 5) Garages at 9233 Kenwood Drive
- 6) Transient sleeping area at County Park
- 7) Trash at 9233 Kenwood Drive

Kenwood Project Team Members:

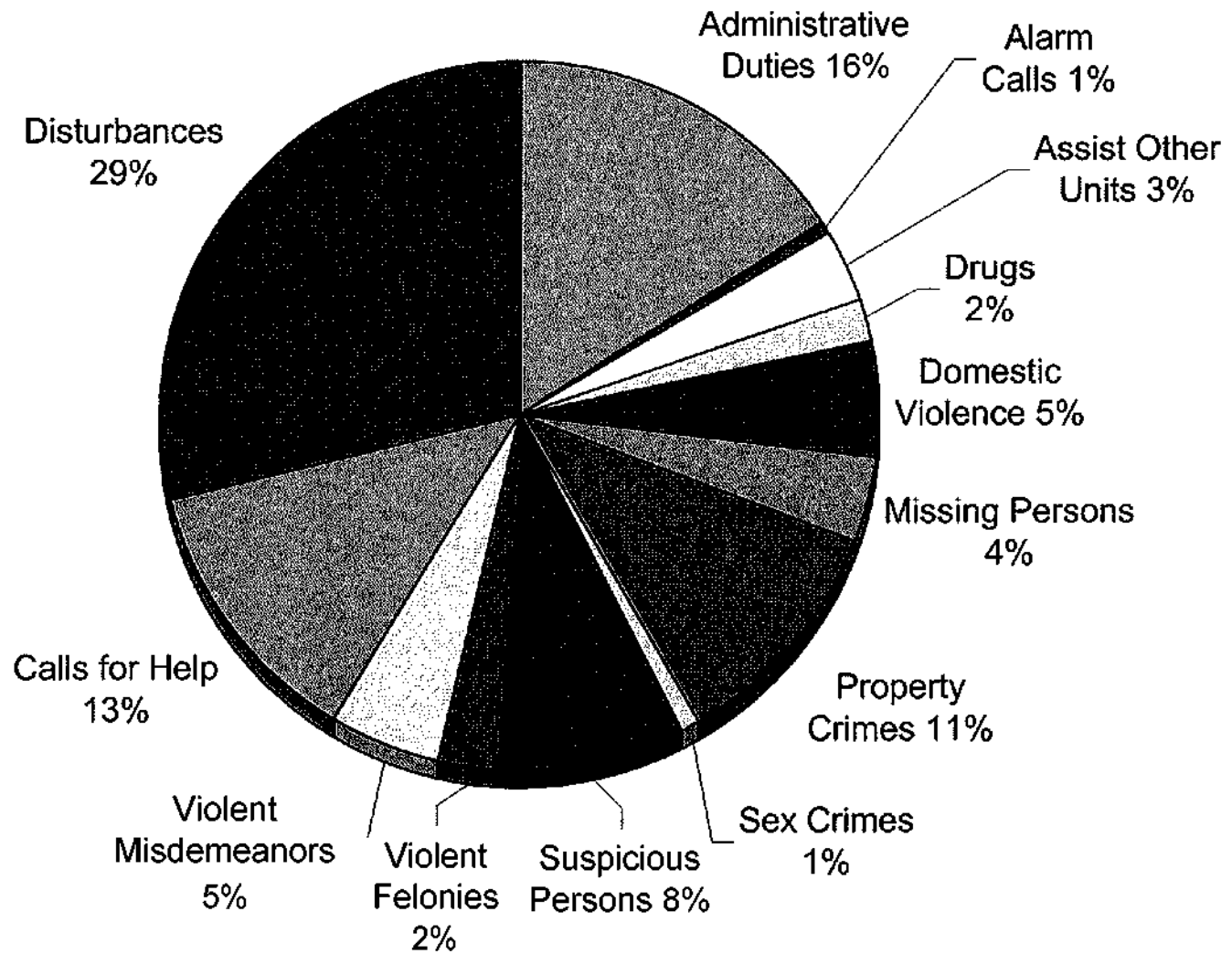
COPPS Sergeant:	Sergeant Frank Peralta
Case Agents:	Corporal R. James Gibson Deputy David Hale
COPPS Investigators:	Deputy Joe Passalacqua Deputy Russ Shimmin Corporal Jane Bailey-Sease.
Patrol team members:	Corporal Joseph Leos Deputy Dave Pocklington Deputy Gregg Deuerlien Parole Agent Doug Moore.
Crime Preventions Specialists:	Sherri Harris Angela Gaines Erin Drown
Apartment manager:	Terri Turner

Presentation

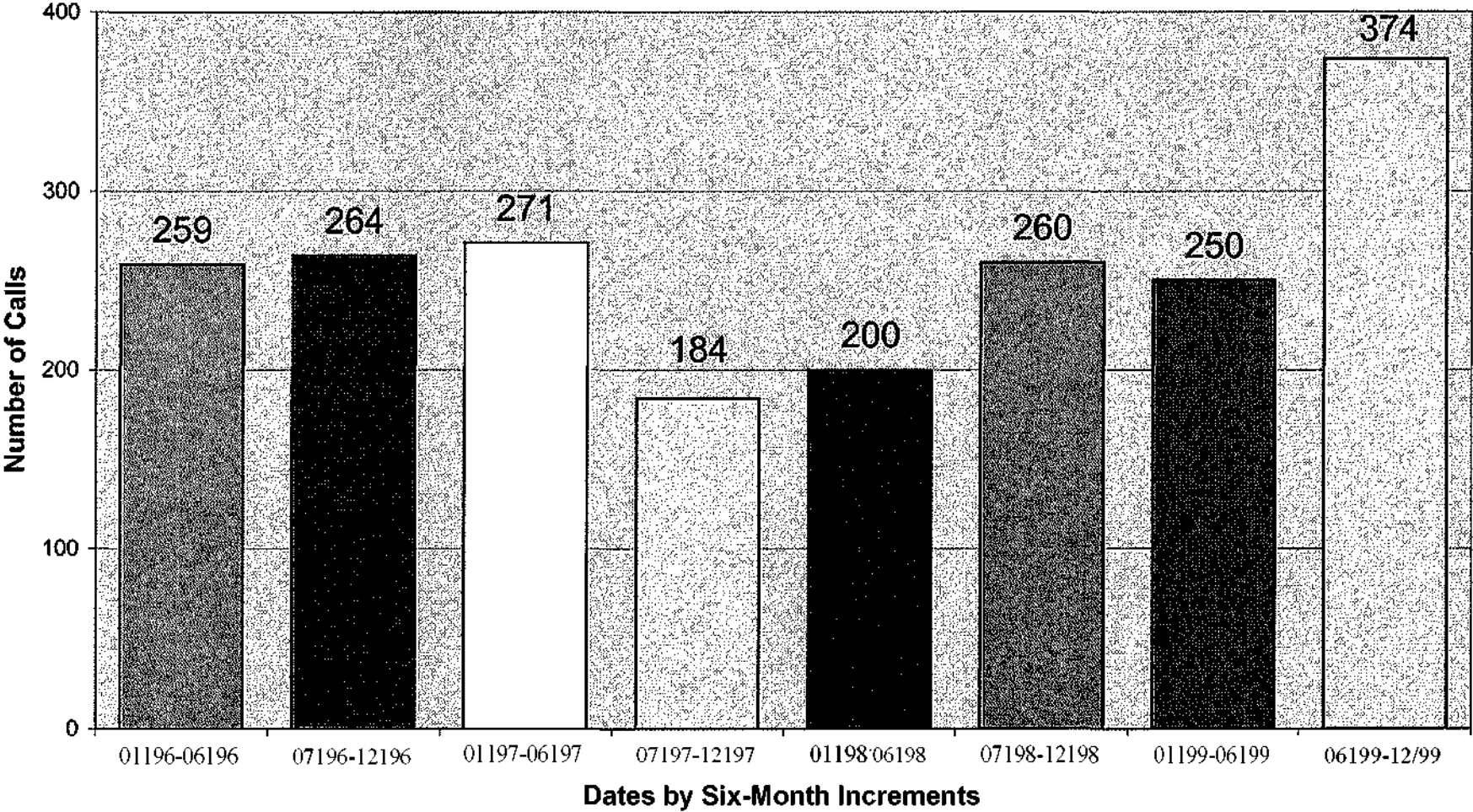
APPENDICES

Statistical Graphs
Habitual Drunkard Letter
Parole Compliance Operational Plan
Kenwood Managers Coalition Resource Manual
Additional Photographs

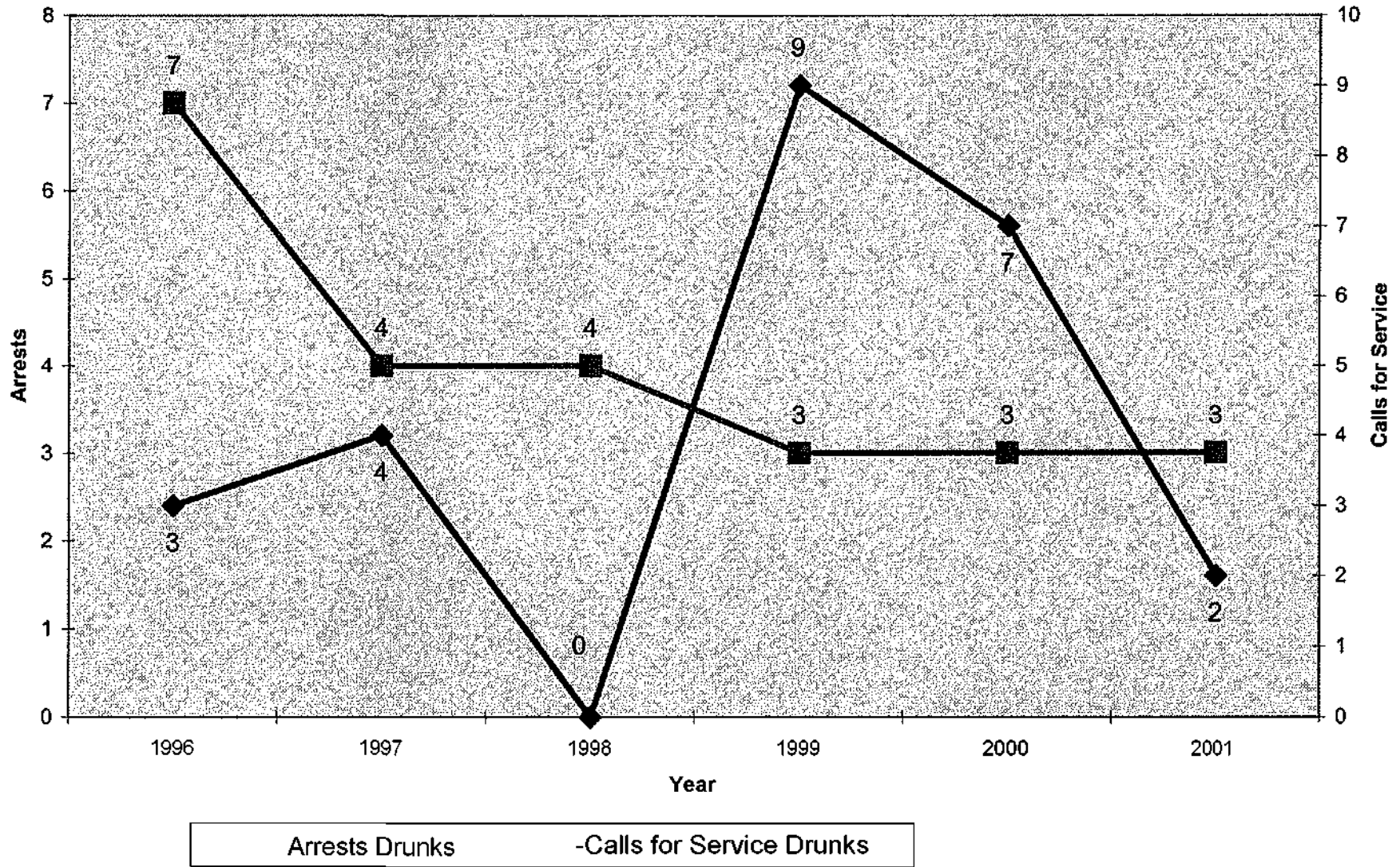
Total Calls for Service 1996 - 1999



Calls for Service (Jan '96 - Dec '99)

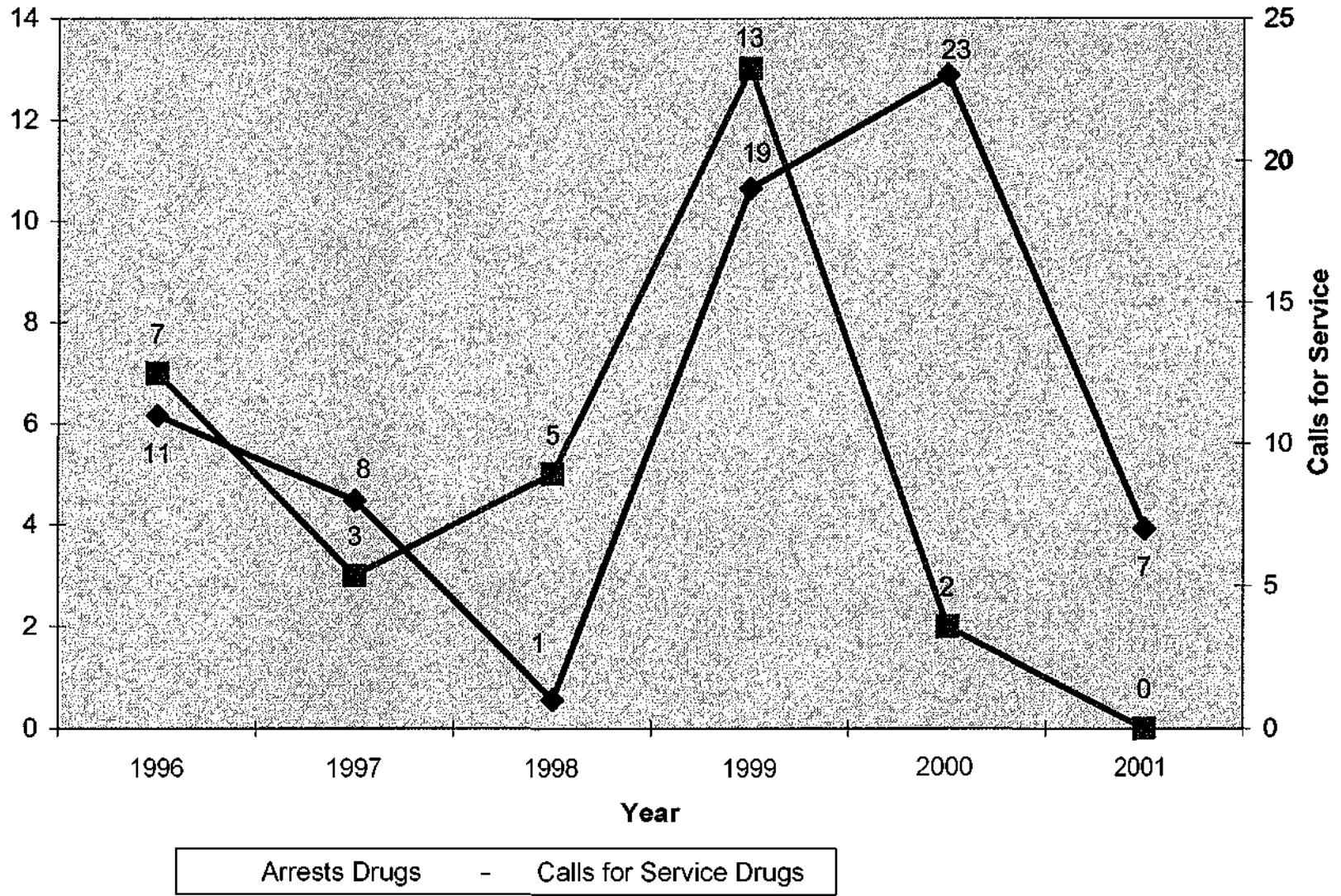


Impact on Drunk in Public Activity



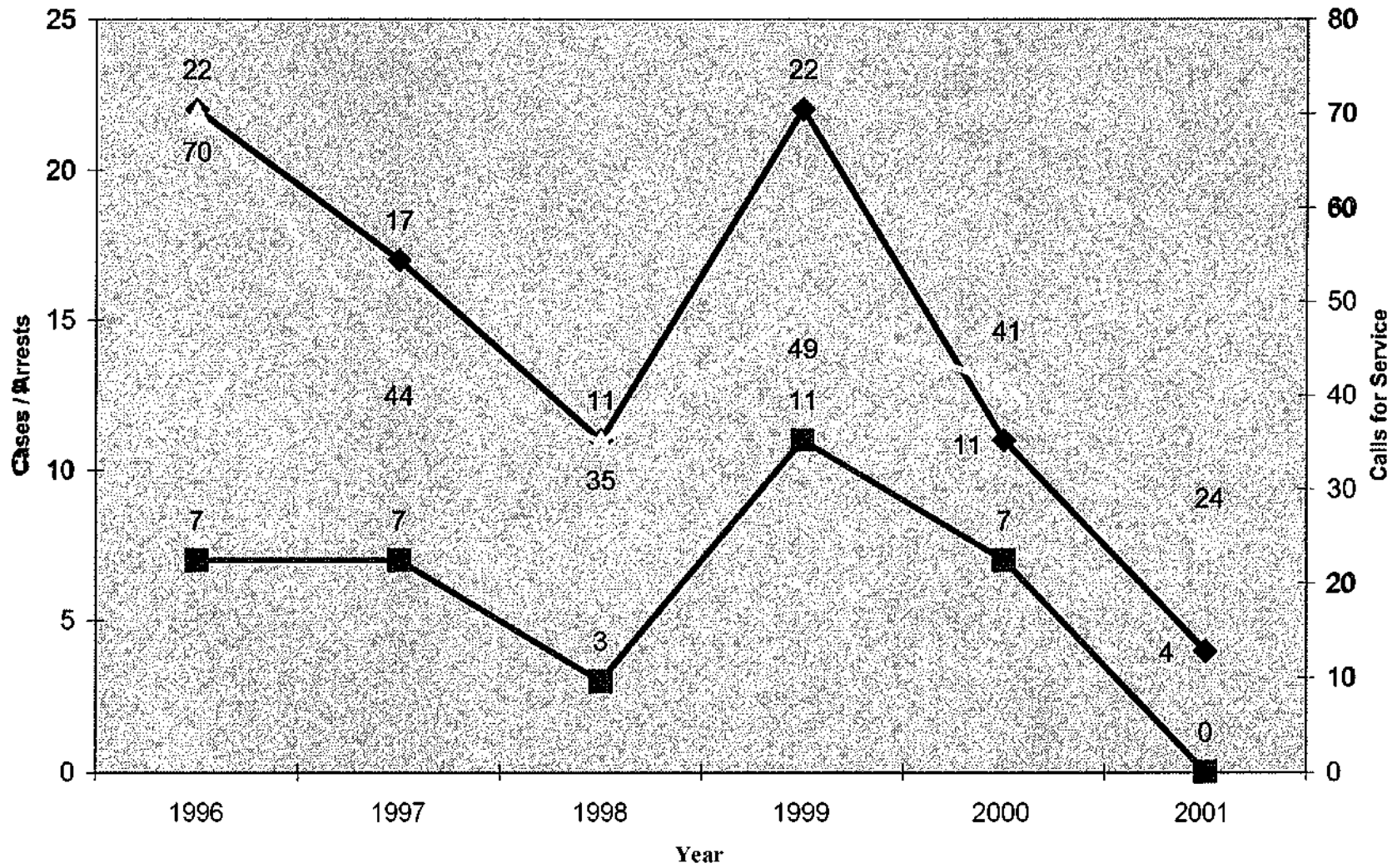
Drugs

Impact on Drug and Substance Crime



Violent Crime

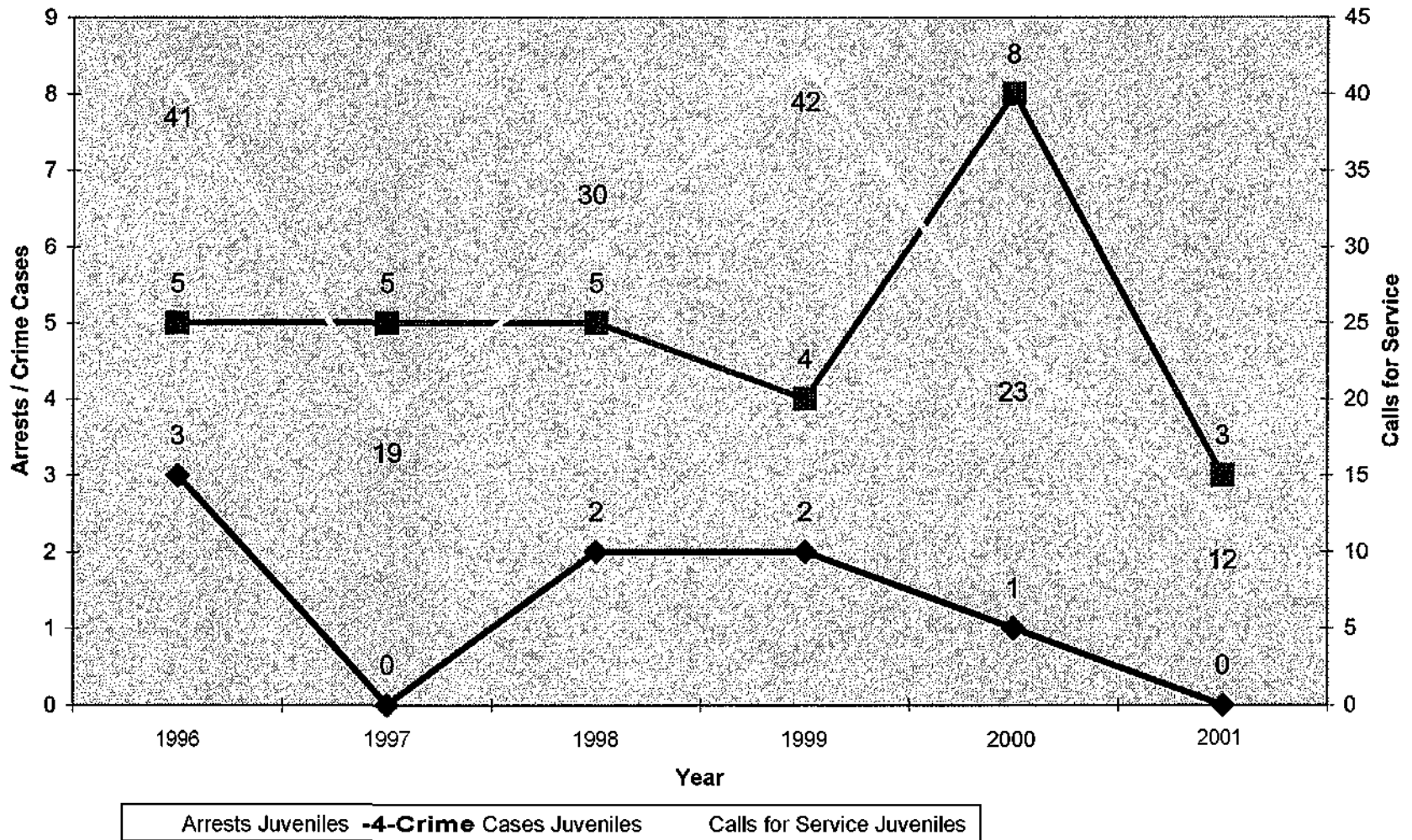
Impact on Violent Crime Incidents



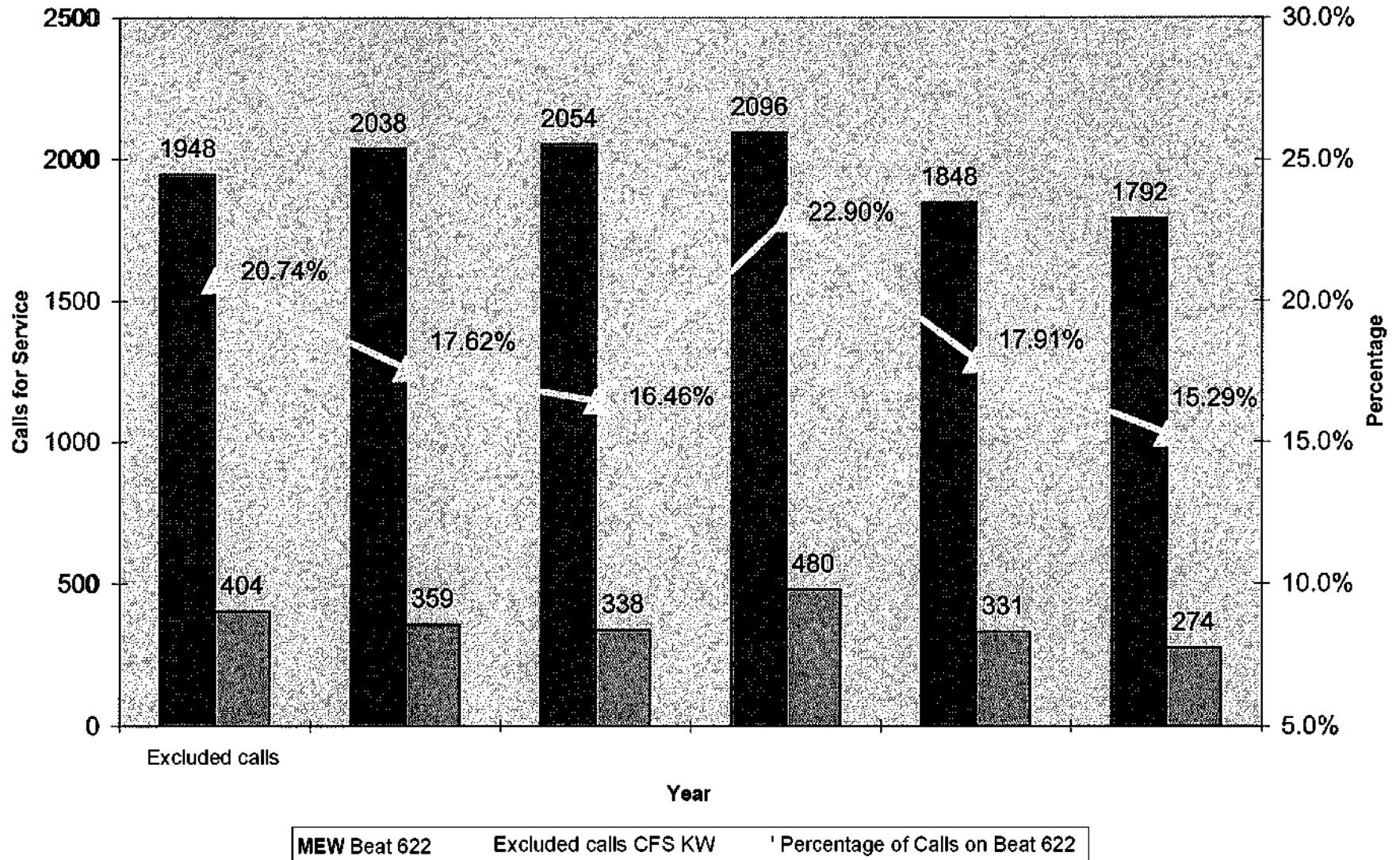
Arrests Violent Crimes -.-Crime Cases Violent Crimes Calls for Service Violent Crimes

Juvenile comparison

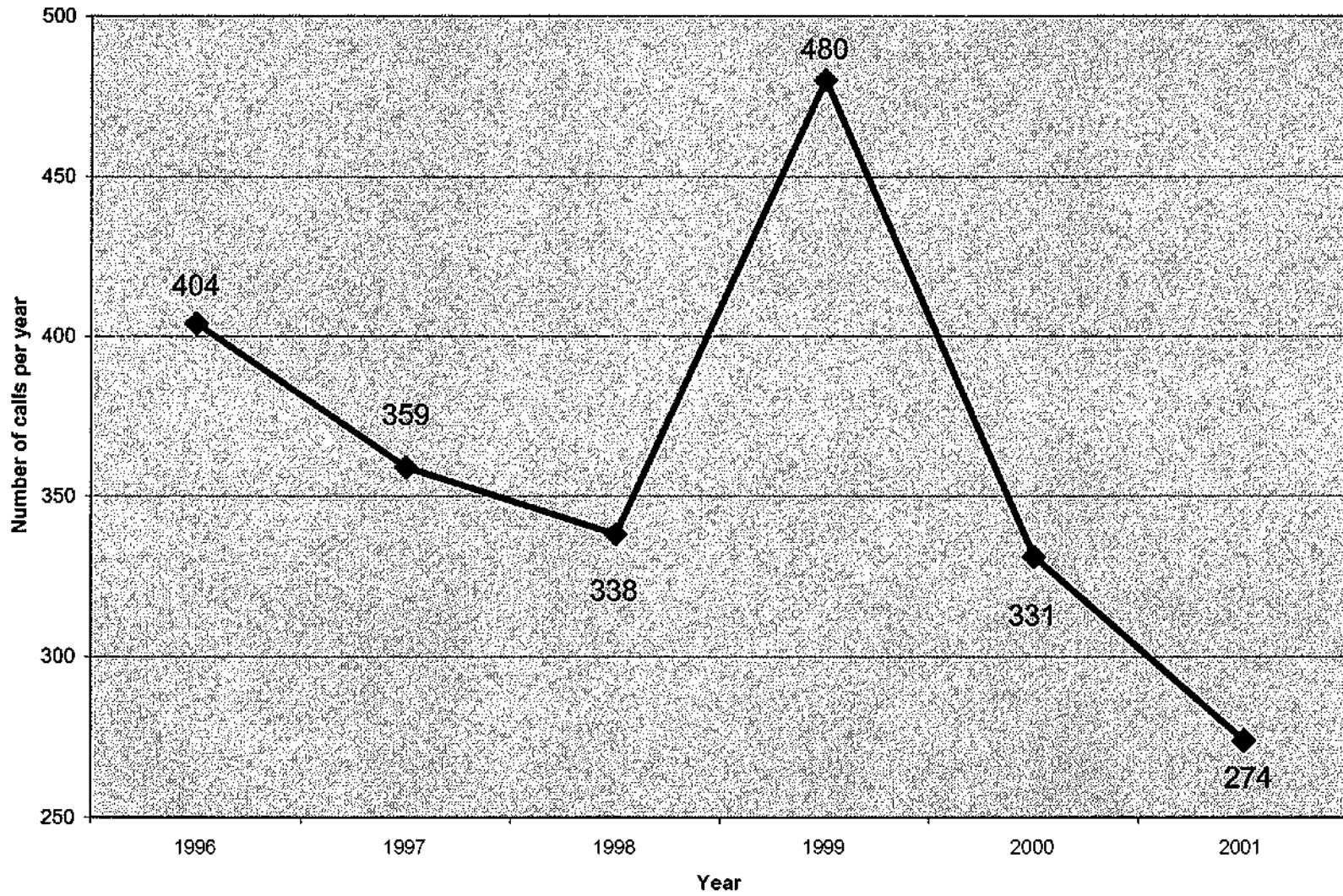
Affect on Juvenile Crime



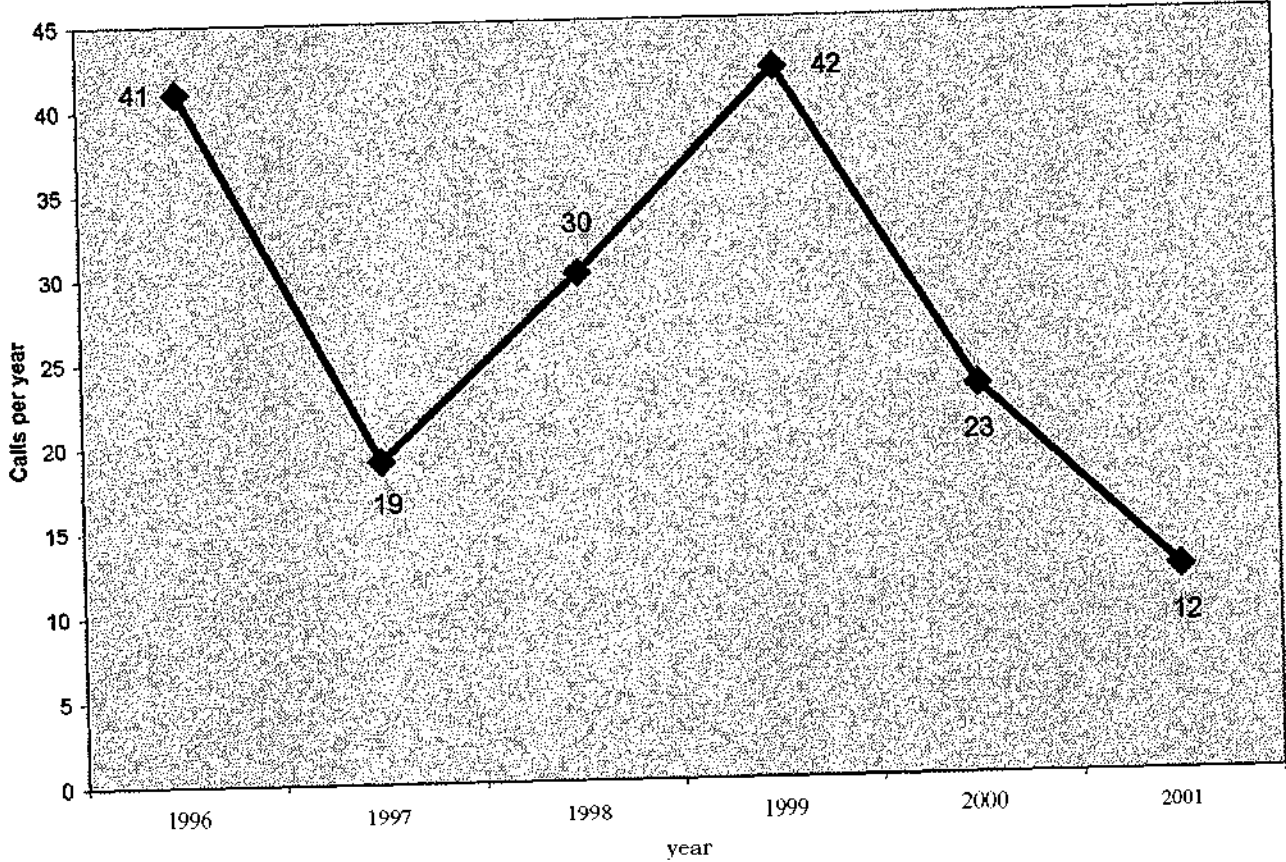
Calls for Service 1 Beat 622 vs. Kenwood Drive



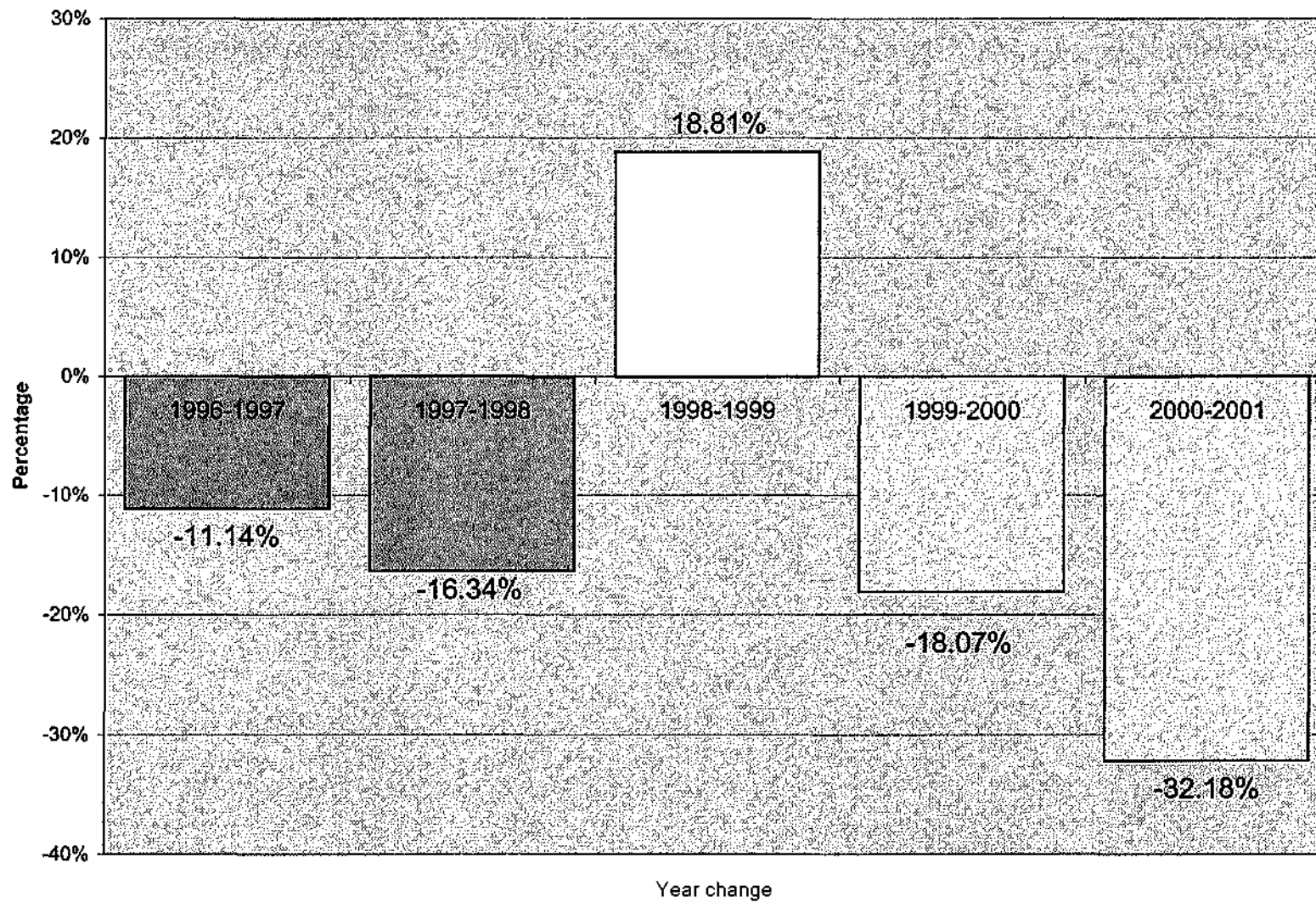
Calls for Service 1996 - 2001 (Adjusted)



Juvenile Related Calls for Service 1996-2001



Percentage change in Calls for Service 1996-2001



Calls for Service 1996 - 2001

